



POST-DISASTER RECOVERY AND REDEVELOPMENT PLANNING

A Guide for Georgia Communities



COASTAL RESOURCES DIVISION

CoastalGaDNR.org



HAGERTY

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This guidance document can be obtained by contacting the Coastal Resources Division of Georgia's Department of Natural Resources: Georgia Department of Natural Resources, One Conservation Way, Brunswick, GA 31520, 912-264-7218. Visit CoastalGaDNR.org for more information.



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How to Use This Guide

Rebuilding a community after a major or catastrophic disaster is a monumental undertaking. The most effective way to accomplish a holistic post-disaster redevelopment is to be prepared before a disaster strikes. Developing a Post-Disaster Recovery and/or Redevelopment Plan requires envisioning the potential obstacles to reconstructing a community in a compressed timeline and hopefully not just reconstructing what was there, but redeveloping a more sustainable and disaster-resilient community with participation from various community stakeholders.

Georgia's coastal counties are diverse, and no single planning template can meet the needs of all. In order to provide a practical method for developing recovery and redevelopment plans, the guide provides an overview of recovery and redevelopment planning efforts undertaken in two diverse pilot communities. While every community may not fit entirely within the characterization of the two pilot communities, it is likely there are at least a few best practices or lessons learned from each community that could be applied in your own jurisdiction.



Achievement Levels

- **Minimum** - Any items marked as a minimum achievement level are suggested to be undertaken first.
- **Recommended** - If resources are available, these items should be addressed either simultaneously with minimum items or during the next planning cycle.
- **Advanced** - Items for communities to commence after a solid foundation for hazard mitigation and disaster recovery is already established. Items marked "Advanced" are considered best practices.

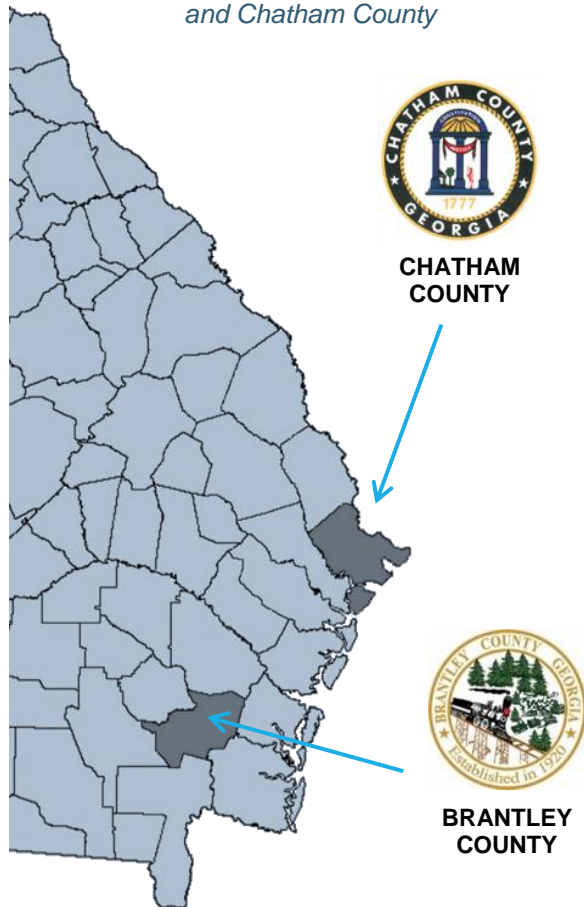
To assist your community in implementing the principles identified in this guide, recommended actions have been categorized by levels of achievement. These categories will be useful to communities that want to incrementally develop a plan as well as those that already have plans in place, but would like to enhance those documents during future updates. However, each of the recommended or best practice level suggestions should be evaluated in light of the planning jurisdiction's needs, community demographics, available funding, and capabilities. Some strategies may not apply or may not offer enough value to justify the costs of undertaking the effort.

This Guide addresses the basics of what Post-Disaster Recovery and Redevelopment Plans are, what current state and federal requirements are, how Recovery and Redevelopment Plans will interact with other plans, and provides an overview of the planning processes employed in the pilot communities. It concludes with recommendations for implementing recovery and redevelopment planning processes in your own community. A list of additional resources is provided at the end of the document.

Pilot Post-Disaster Recovery and Redevelopment Communities

Two communities were selected as case studies to lay the groundwork for this guidance document. The Guide incorporates suggestions from those involved in previous planning efforts, example scenarios, and lessons learned. Both of the pilot planning efforts were funded by the National Oceanic and Atmospheric Administration (NOAA) and Georgia Department of Natural Resources (GA DNR) Coastal Resources Division (CRD).

Locations of Brantley County and Chatham County



CHATHAM COUNTY



BRANTLEY COUNTY

Brantley County

Brantley County covers approximately 447 square miles and is home to just over 20,000 people. The county's major economic industry is timber, and there is a significant number of mobile homes that exist in the Satilla River Floodplain. The county's eastern border coincides with Glynn and Camden counties, which in turn are bordered by the Atlantic Ocean. Brantley County is subject to a number of hazards including hurricanes, tornadoes, fires, and transport incidents.

While the county is not a sheltering county for large storms, it will serve as a major evacuation thoroughway, and roads will become overcrowded in the event of an evacuation from neighboring coastal counties.

Brantley County decided to roll their recovery and redevelopment plans into one document. To see the Plan, turn to Appendix III (page 56).

Chatham County

Chatham County spans 632 square miles and is home to approximately 283,000 people. The county's economy is driven by manufacturing and tourism. The City of Savannah is located in Chatham County, making the county the fifth most-populous county in the State of Georgia. Savannah is home to a National Historic Landmark District of 2.5 square miles and more than 1,100 architecturally significant buildings. Due to its position on the Atlantic coastline, Chatham County is vulnerable to severe weather events such as hurricanes and storms, tornadoes, fires, and sea level rise.

In the event of a major disaster or emergency, it is likely the county will be expected to evacuate the area, making the county susceptible to a loss of population density.

Chatham County produced two separate plans for recovery and redevelopment, both of which are available online (<http://www.chathamemergency.org/disaster-recovery-plan.php>).



Jekyll Island

Introduction

Major disasters have increased in magnitude and frequency in recent years, causing unprecedented damage. As the extent of damage has increased, so too, has the cost of recovery and redevelopment. The inflated cost of recovery and redevelopment is caused in part by neglected infrastructure, rapid urbanization, and concentrated high-value property development along vulnerable coastlines. By addressing the challenges of recovery and redevelopment prior to a disaster occurring, jurisdictions are able to maneuver complicated legal and political processes quickly and effectively. Due to the effect it has on the community's resilience, communities across the nation have recognized the value in implementing recovery and redevelopment strategies before a disaster.

What is Recovery Planning?

The [National Disaster Recovery Framework](http://www.fema.gov/pdf/recoveryframework/ndrf.pdf) (NDRF) (<http://www.fema.gov/pdf/recoveryframework/ndrf.pdf>) defines “recovery” as:

“Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.”

As such, recovery planning can be defined as a planning activity or series of planning activities designed and implemented to enhance a community’s ability to manage the recovery process. Recovery plans should identify policies, operational strategies, and roles and responsibilities for implementation that will guide the recovery process through both the short- and long-term timeframes.

What is Redevelopment Planning?

The NDRF defines “redevelopment” as:

“Rebuilding degraded, damaged or destroyed social, economic and physical infrastructure in a community, State or Tribal government to create the foundation for long-term development.”

Redevelopment planning, therefore, is a planning activity or series of planning activities designed and implemented to improve a community’s ability to navigate the challenges of the long-term recovery process of rebuilding the community. Redevelopment planners should strive to identify policies and operational strategies in support of sustainable land use, housing repair and reconstruction, business resumption, and economic development.

State and Federal Requirements

The Governor of the State of Georgia signed an [Executive Order](https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/01.14.13.02.pdf) (https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/01.14.13.02.pdf) in January 2013, which mandated the State of Georgia implement a disaster recovery and redevelopment plan. While the Georgia Disaster Recovery and Redevelopment Plan (in draft at time of print) is intended to model practices that should be applied at all levels of government, there are no specific requirements related to implementation of recovery and redevelopment plans at a county-level.

At this time, there are no federal laws or regulations mandating communities implement a recovery and redevelopment plan, however, the NDRF underscores the importance of undertaking this planning effort and offers guidance about the process.

Interaction with Other Plans

The purpose of a recovery or redevelopment plan should be to guide the post-disaster recovery and redevelopment processes in a manner consistent with local plans, mitigation strategies, emergency management plans, or other relevant codes or planning initiatives. Each of the categories of existing plans or policies may have an impact on post-disaster recovery and redevelopment procedures. For instance, a long-term community development plan may identify how the government should support small business

owners or which areas of the community are most important to economic well-being, which would affect the manner in which resources would be allocated following a disaster. The recovery and redevelopment planning process provides communities with an opportunity to examine the impact of local plans and codes on recovery and redevelopment planning and to suggest changes that would support a faster and more sustainable recovery.

Recovery and Redevelopment Plans should function in coordination with existing plans by complying with federal and state guidelines. While recovery and redevelopment planning is an important process, it should not supersede previous planning efforts or policies. Recovery and redevelopment planning should support the community's overall preparedness by functioning as a section of a larger web of planning initiatives that will enable more effective coordination, communication, and execution of pre- and post-disaster activities.



Cumberland Island

Keys to Success

The following section describes factors that contribute to successful recovery and redevelopment planning and suggests how each factor might be achieved or supported. Because the planning process for recovery and redevelopment deals with the allocation of scarce resources at a time when many people may be adversely affected by disaster, it is crucial to allow the planning process to be driven by stakeholder input and be customized to the community's local vision and needs. Both top-down and grassroots support is required to ensure the plan will effectively guide long-term recovery and redevelopment without contradicting community values. The key principles to successful recovery planning have been summarized in *Figure 1* and may be used as a tool to help communicate the keys to success to stakeholders or other members of the planning process.



Leadership



**Engagement
with the Whole
Community**



Commitment



Scalability



**Tailored to the
Community**

Leadership

Support for recovery and redevelopment plans is important at all levels. Community leaders, non-governmental agencies, private-sector businesses, media, local government administrators, and/or elected officials could potentially all be involved in post-disaster recovery and redevelopment efforts, so it is important to request their feedback while the planning process is underway.

While leadership in the public sector is crucial to undertaking emergency management planning efforts, the importance of community leaders should not be understated. Community leaders can offer valuable insight about the values and concerns of citizens within the jurisdiction, bridge communication gaps between government and the ordinary citizen, or generate popular support and buy-in of government policies or plans. The involvement of knowledgeable and connected community leaders in the planning process, especially as it relates to disaster resilience, is often cited as a best practice.

Engagement with the Whole Community

Recovery and redevelopment plans can only be successful with input from the community for which they are designed. Participation from stakeholders and the general public is vital during plan development as well as during the implementation and plan update phases.

Recovery and redevelopment plans outline strategies for restoring communities that have been devastated by disaster. In order for the strategies outlined in a recovery and/or redevelopment plan to fulfill their intended purpose of healing the community after a disaster, those strategies must align with the community's values and vision. Citizens across the entire community, from all walks of life, must be engaged in the process of establishing that vision. Those that are left behind may not only lose their home, but their sense of belonging within their community.

Ensure underserved and disadvantaged members of the community are included in community outreach by using alternative communication formats and multiple languages. During planning meetings, be prepared to communicate effectively with individuals with disabilities and limited English proficiency.

Disaster Recovery for the Whole Community

Disasters disproportionately affect low-income citizens. Low-income citizens face a dual threat of living in more hazardous geographical locations (due to lower housing costs) and having limited income, which drastically reduces their ability to successfully recover from a major disaster. Consider redevelopment in New Orleans following Hurricane Katrina. Were all members of the community represented by the community's redevelopment priorities and vision?

Commitment

Ideal recovery and redevelopment plans are complex and dynamic. Like other plans, they are not static documents and should be regularly revised and updated. Therefore, it is important to identify funding sources that can regularly be attributed to recovery and redevelopment planning efforts (for additional information on funding, see the recommended actions on page 25). The amount of each award is not as relevant as the regularity with which it is provided. Funding must be available to support the revision and update process of each subsequent maintenance period. Similarly, buy-in from the community should be sought with the same intensity for each revision period to ensure that the plan continues to reflect current values and needs.

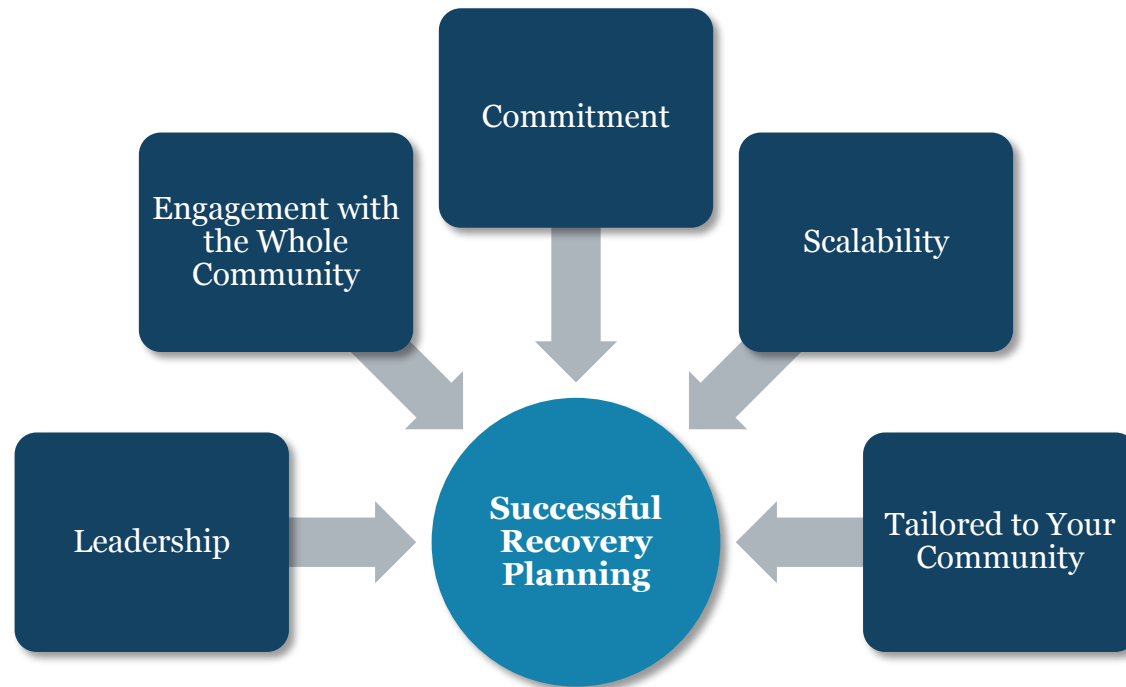
Scalability

Useful recovery and redevelopment plans are flexible to disasters of all scales including minor, major, and catastrophic. It is not always obvious at the outset whether a seemingly minor event might be the initial phase of a larger, rapidly growing threat. Therefore, the plan should be capable of adjusting to the severity of the disaster and be rapidly escalated if required.

Tailored to Your Community

As mentioned earlier in the section, the success of recovery and redevelopment plans is dependent upon the extent to which the plan reflects your community's values and needs. Both the planning process and the strategies themselves can and should be incorporated into your jurisdiction's plans. Rebuilding a community following a disaster requires a comprehensive understanding of citizens' values, needs, and desires. The concept of building relationships before a disaster strikes should be applied not only to relationships among emergency management personnel and first responders but to the members of their communities as well. Engaging the community as much as possible in the planning process will enable government officials and first responders to make decisions that reflect the community's values at every step of the process.

Figure 1: Successful Recovery Planning



Challenges

Throughout the pilot communities' planning processes, the communities faced down challenges related to stakeholder engagement. The issues they encountered frequently plague recovery and redevelopment planning efforts, regardless of the community's size or culture.

Recovering from disasters requires input from numerous community partners. Consider your own community: who would need to be involved in the recovery effort to rebuild your homes, schools, parks, and businesses? Because the tasks associated with recovering from and redeveloping a community span numerous disciplines, there are three predominant challenges that arise when planning for recovery and redevelopment: (1) determining ownership of the planning process, (2) adequately identifying stakeholders, and (3) effectively engaging stakeholders.

Determining Ownership

It is likely some or all of the stakeholders identified may have no experience with emergency management. Planning teams should anticipate stakeholders may not recognize the significance of the insight they can bring to the planning process.

Ownership of the Planning Process

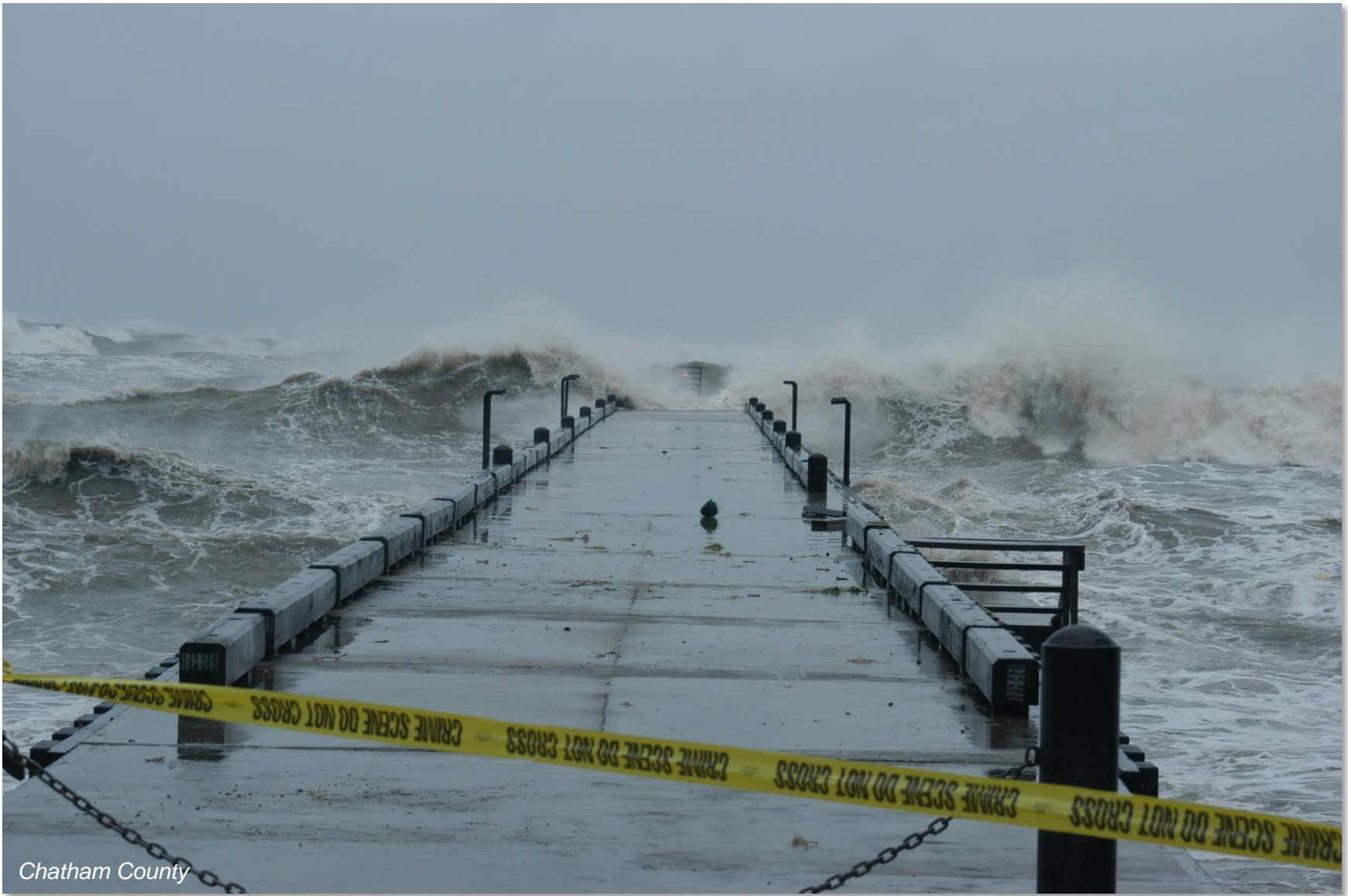
Because recovery and redevelopment relies on so many inputs from other sectors, it is difficult to ascribe responsibility for planning to just one agency. While it may be tempting to assign responsibility to Emergency Management or Community Planning, the planning process may be better supported by a multi-agency commission or cross-functional team. Recovery and redevelopment planning should be a collaborative process in order to ensure that the community is adequately planning for contingencies and challenges that are likely to arise during large-scale reconstruction.

Identifying Stakeholders

Identification of Stakeholders

Although both pilot communities stated their efforts to identify a broad range of stakeholders were successful, their success followed a deliberate and thoughtful examination of their community and the industries present within them. Recovery and redevelopment planning is challenging because it requires the ability to step back from a system or community and to identify points of overlap between policies, values, infrastructure, and markets. These points of overlap may be difficult for local government to identify on its own, which is why it is so important to engage stakeholders from multiple sectors as they are more acutely aware of their own dependencies and shortcomings.

Effectively Engaging Stakeholders



Chatham County

Stakeholder Engagement

Pre-Planning Communication

Generating buy-in from stakeholders can sometimes require taking a step back to explain their role in the planning process and communicating why their specific agency or discipline is significant. While explaining each stakeholder's significance to the planning process, doing so within the timeframe of the project plan, or doing so while addressing concurrent project tasks may pose significant risks to the quality of the final product. Rather, communication with stakeholders should take place well before the planning process begins. This enables stakeholders to come to the table confident, prepared, and capable of staying focused on the task immediately at hand.

Stakeholder Appreciation

Despite even the most persistent efforts to connect with stakeholders before the planning process begins, it is likely some stakeholders will attend a planning meeting with a limited knowledge of why they "should" be there. Recognize that stakeholders are choosing to attend planning meetings despite the hundreds of other tasks they could be doing, and communicate the value of their time by thoughtfully crafting meeting agendas, addressing the group, and working toward solutions that the stakeholders will recognize as important. If stakeholders feel engaged, they are less likely to consider planning meetings a waste of time and more likely to continue attending. This care for planning and detail should go into each meeting, so that stakeholders continue see the value in their attendance throughout the entire planning process. Both pilot communities had issues maintaining speed after the success of their initial planning meetings.

In the pilot communities, this was accomplished by inviting notable speakers to address the group during the stakeholder Kickoff Meetings. As you can see in *Figure 3*, Brantley County invited their Congressman to address the audience and speak to the importance of recovery and redevelopment planning.

Facilitating Dialogue

Although conference calls are appealing for their ease of use and flexibility, both pilot communities reported reduced levels of participation and communication when relying on conference calls rather than in-person meetings. Conference calls may impede participation and understanding, which are crucial to the planning process. The pilot communities both recommended hosting planning meetings in person whenever possible. If conference calls are unavoidable, be prepared to facilitate dialogue by calling on members, asking for clarification, and notifying callers of difficulty hearing them or understanding them due to technical issues.

Both counties also reported success with a particular activity, which required stakeholder participants to identify actions that need to take place before, during, and after a disaster. They accomplished this by providing small slips of adhesive paper and sticking them to a large piece of paper labeled with pre-disaster, disaster, or post-disaster. The results of this activity were captured in Brantley County's plan (see [Appendix III](#) (page 56)).

Timeliness

It is crucial planning team members attempt to hold to the project timeline; delays in the project timeline may result in disengaged stakeholders who feel that their time is not being respected. Holding to the timeline may require some additional effort. Follow-up with stakeholders or other team members or provide reminders of deadlines to ensure tasks are being completed on time may be required. By staying on task, the planning team will demonstrate they are not only committed to the planning initiative, but are also committed to using the stakeholders' time effectively and respectfully. To encourage timeliness and time management, the Brantley County planning team created agendas for its stakeholder Kickoff meeting (see *Figures 2-4*).

Figure 2: Brantley County Kickoff Meeting Goals



Brantley County Disaster Recovery and Redevelopment Planning Kickoff Meeting

Friday, August 7, 2015

9 A.M. – 4 P.M.

School Board Meeting Room, 272 School Circle, Nahunta, GA

Meeting Objectives:

Objective 1: Provide an overview of the pre-disaster recovery planning, and post-disaster recovery and redevelopment at the national, state, and county level.

Objective 2: Communicate the elements of, process for, and timeline for developing Brantley County's Disaster Recovery and Redevelopment Plan.

Objective 3: Provide an opportunity for key stakeholders to set community goals and priorities, and contribute subject matter expertise to the development of Brantley County's plan.

Figure 3: Brantley County, Morning Agenda

Meeting Agenda:

Morning Session	
Time	Activity
8:30 A.M.	Check-in
9:00 A.M.	Welcome and Introductions <ul style="list-style-type: none"> ➤ <i>Welcome from Rep. Chad Nimmer, GA House of Representatives</i> ➤ <i>Background from Carl Rowland, Brantley County Manager</i> ➤ <i>Presentation by Kate Busbee and Randall Matthews, Chatham Emergency Management Agency (CEMA)</i>
9:45 A.M.	Review of Disaster Recovery and Redevelopment Concepts and Terms <ul style="list-style-type: none"> ➤ <i>Presentation by Corey Reynolds, Hagerty Consulting</i>
10:00 A.M.	Overview of the National Disaster Recovery Framework <ul style="list-style-type: none"> ➤ <i>Presentation by Bob Haywood, FEMA</i>
10:30 A.M.	Overview of the State Processes for Disaster Recovery <ul style="list-style-type: none"> ➤ <i>Presentation by Jennifer Kline, GA DNR, and Brian Laughlin, GEMA (invited)</i>
11:00 A.M.	Overview of Brantley County's Recovery and Redevelopment Planning Process <ul style="list-style-type: none"> ➤ <i>Presentation by Michelle Lee, Brantley County Emergency Manager, and Corey Reynolds, Hagerty Consulting</i>
11:20 A.M.	Understanding Hazards and their Impacts <ul style="list-style-type: none"> ➤ <i>Presentation by Sonny Emmert, GA DNR, and Corey Reynolds, Hagerty Consulting</i> ➤ <i>Breakout discussions at tables</i>

Figure 4: Brantley County Afternoon Agenda

Afternoon Session	
Time	Activity
12:15 P.M.	Lunch (provided on-site) ➤ <i>Complete recovery and redevelopment survey</i>
1:15 P.M.	What is Special and Unique about Brantley County? ➤ <i>Large group discussion</i> ➤ <i>Breakout discussions at tables</i>
1:45 P.M.	Recovery and Redevelopment Goal Setting ➤ <i>Large group discussion</i>
2:20 P.M.	Recovery Support Function Issues and Opportunities ➤ <i>Breakout discussions at tables</i>
3:10 P.M.	Recovery Support Function Resources and Capabilities ➤ <i>Breakout discussions at tables</i>
3:45 P.M.	Wrap Up, Next Steps, and Adjourn ➤ <i>Summarize Meeting</i> ➤ <i>Reflections from Participants</i> ➤ <i>Review Next Steps</i> ➤ <i>Adjourn by 4:00 P.M.</i>

Planning Process

The process for recovery and redevelopment planning should be a participatory process similar to other community planning initiatives. The best way to achieve comprehensive recovery and redevelopment plans is to invite stakeholders to the planning process who represent a wide spectrum of the community beyond government agencies. Public participation can generate buy-in of a plan that will apply to both blue skies and catastrophic disasters.

This section describes how to prepare for and execute the planning process in order to achieve successful outcomes. Any lessons learned from the pilot communities have been included throughout the section.

The Process

Before officially starting a planning effort, some basic logistical questions need to be addressed first:

- ❖ Who will lead the effort?
- ❖ Who will coordinate the planning process?
- ❖ Who will write the plan?
- ❖ When should the planning effort begin?
- ❖ How long is the process going to last?
- ❖ How will the plan be funded?

While all of the questions above are important to the success of the planning process, it is especially important to determine who will lead and coordinate the process. Without clear responsibility for leadership, the process may fizzle out without producing a final product. Additionally, the identified leaders are responsible for coordinating stakeholders' involvement, which is crucial to the process—as mentioned in earlier sections.

Coordinating Local Recovery and Redevelopment Planning

In Chatham County, recovery and redevelopment planning was jointly led and coordinated by Chatham County Emergency Management Agency and the Chatham County-Savannah Metropolitan Planning Commission.

In Brantley County, the planning process was led and coordinated by the Brantley County Emergency Management Agency.

Chatham County has a population nearly 14 times larger than Brantley County's, which impacts the structure and size of the planning team.

Who Should Be Involved?

Unless the jurisdiction is hiring a contractor for assistance with the planning process, it is recommended the local government appoint a recovery and redevelopment coordinator. The coordinator should be able to devote a minimum of 25% of his or her time to participating in and conducting planning responsibilities. It is also recommended the coordinator be someone that can accommodate responsibility for coordinating the adoption and implementation of the plan once it has been completed. Jurisdictions may find it useful for the coordinator to be someone that usually fulfills planning roles in hazard mitigation or community planning. If the plan under development was one for multiple jurisdictions, then each jurisdiction would appoint a single liaison to work with a main coordinator.

As noted previously, engaging a broad spectrum is required for developing a comprehensive recovery and redevelopment plan, so it is important to carefully consider which stakeholders to invite to the table. Consider the following when determining which stakeholders to engage:

- ❖ What goals does the planning team want to accomplish by engaging stakeholders?
- ❖ Whose support is needed to assure the process is successful?
- ❖ What subject matter experts are needed to inform the planning process?
- ❖ What can this stakeholder contribute to the process?
- ❖ How will this stakeholder influence planning process outcomes?
- ❖ What community initiatives does this stakeholder know about that may influence the planning process?
- ❖ Which hard-to-reach or vulnerable populations should be assured a voice in the planning process and how will they be incorporated?
- ❖ How will stakeholders be invited to participate? Will multiple outreach methods be incorporated into the strategy?
- ❖ When will you revisit the stakeholder list to review whether there are additional agencies/organizations that need to be included?

Examples of Stakeholder Organization

Small Community: may be organized as a single executive stakeholder committee.

Medium Community: may be organized as a single committee with a combination of meetings for the entire stakeholder group and some topic-specific meetings or discipline-specific breakout groups.

Large Community: may be organized into sub-groups by topic or recovery support function and provide autonomy as needed to ensure the project meets deadlines and/or milestones.

A list of potential stakeholders has been included as a reference (*Table 1*). The identification of stakeholders should be thoughtful and customized to that jurisdiction; the list below is by no means conclusive.

After deciding which stakeholders should be invited to participate in the planning process, the planning team should decide how to organize the stakeholders and how to organize the meetings. Depending on the size of the stakeholder group, it may make sense to

group them into topic or discipline specific sub-groups in order to make meeting facilitation easier and more effective. See *Figure 5* for a sample invitation to a stakeholder planning meeting.

Table 1: Potential Stakeholders

Recovery Support Function (RSF)	Stakeholder Group	Function/Contribution
Disaster Recovery and Redevelopment Assistance, Coordination, and Planning	Municipalities (if jurisdiction is a county)	Inter-jurisdictional Participation
	Public Information Officer	Information dissemination/communications
	Public Safety/Emergency Management Department	Emergency operations on long-term recovery
	Finance Department	Budgeting/contracting/external financial assistance
	Legal Department	Emergency ordinances/new regulations
	Administrative or Personnel Department	Staffing capabilities
	GIS Department	Vulnerability and redevelopment mapping
	Planning or Community Development	Land use and other comprehensive plan compatibility
Economic Development	Development Authorities	Land use and other comprehensive plan compatibility
	Economic Development Organization/Chambers of Commerce	Economic recovery
	Tourism or Visitor's Bureau	Economic recovery
	Major Employers	Recovery and resilience of local businesses
	Banking Organizations	Economic recovery/resilience
Health and Social Services	School District and Higher Education Facilities	Transition from sheltering to schools opening, population return
	Health Department/Medical Organization	Hospital and medical recovery
	Human or Social Service Agencies	Special needs populations
	Non-Governmental Organization Service Providers	Coordinate volunteers/special needs populations
	Animal Shelters	Pet sheltering needs
Community Development, Planning, and Housing	Building and/or Zoning Department	Building moratoria, permitting procedures
	Code Enforcement Department	Damage assessment/enforcement of redevelopment
	Neighborhood or Home Owner's Association	Community representation
	Planning Councils or Commissions	Jurisdictional coordination and oversight
	Code Enforcement	Building regulation
Infrastructure Systems	Transportation Departments	Regional transportation coordination/mitigation
	Private and/or Quasi-Public Transportation Agencies	Transit restoration/connection with temporary housing
	Aviation and Port Authorities	Regional transportation coordination/resumption of service

	Communications Companies	Private-sector engagement/communications
	Waste Management	Debris removal and public safety
Natural and Cultural Resources	Water Management/Riverkeeper	Flood mitigation/environmental protection
	Environmental Resources/Parks and Recreation Department	Land acquisition/environmental protection
	State of Georgia Department of Natural Resources	Environmental protection
	Forestry Commissions	Environmental protection
Volunteer Organizations Active in Disasters (VOADs)	American Red Cross	Volunteer services/donations
	Local Houses of Worship	Volunteer services/donations
	Salvation Army	Volunteer services/donations

Figure 5: Sample Invitation to Stakeholder Meeting



Brantley County Disaster Recovery and Redevelopment Planning Meeting

With support from the Georgia Department of Natural Resources, Brantley County is in the midst of a pre-disaster community recovery and redevelopment planning process. The purpose of this meeting is to continue the process of pre-disaster recovery and redevelopment planning by providing you an opportunity to give specific feedback on Recovery Support Function priorities and the current version of the plan.

DATE: Thursday, November 12, 2015

TIME: 1 P.M. – 4 P.M.

LOCATION: School Board Meeting Room
272 School Circle
Nahunta, GA 31553

Please confirm your attendance with (insert Point of Contact information).
If you have any questions or issues, please reach out to (Insert Point of Contact Information).

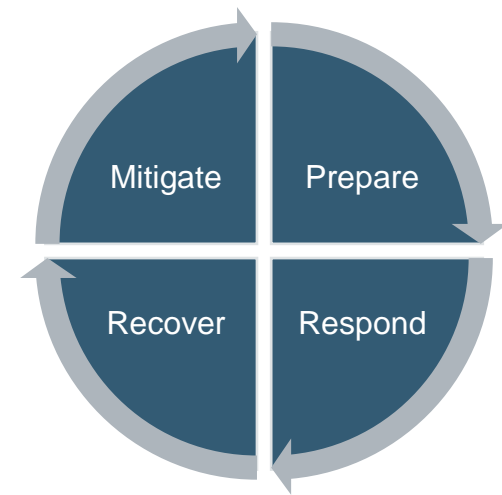
Redevelopment vs. Recovery Planning

Though it can be difficult to distinguish the practices because of how tightly they overlap, recovery and redevelopment planning processes are, in fact, distinct processes.

Planning for recovery requires the systematic examination of processes occurring during the response phase of an emergency in order to identify which processes need to transition, which need to cease, and which need to begin in order to successfully transition from response to long-term recovery.

While redevelopment is a function of long-term recovery, it is a very detailed segment of the overall recovery planning process. Rebuilding a significant portion of jurisdiction following a major event requires an extensive understanding of building laws, the community's goals and values, local hazards and hazard zones, and the community's long-term plans. Redevelopment plans seek to compile all of this information and set forth policies that will expedite the process of building back after a disaster while maintaining safe building practices. Both recovery and redevelopment planning can occur simultaneously, as long as the planning team is adequately staffed and the planning timeline is sufficient.

Emergency Management Cycle



Facilitator Checklist

- ❖ Energize, engage, and elevate participants.
- ❖ State the objectives of the event.
- ❖ Establish community expectations and ground rules.
- ❖ Ensure meetings follow expected timelines with optimal productivity.
- ❖ Objectively guide the group in presenting and sharing information.
- ❖ Stimulate conversation using probing questions and inviting all members to participate.
- ❖ Focus participants on agenda items.
- ❖ Provide closure by summarizing meeting accomplishments.
- ❖ Reiterate action items with accountability attached through timelines and point of contact.
- ❖ Schedule next meeting time.

Facilitation

Given the time limitations of the planning process, effective and efficient meetings are essential. Facilitation is the process guiding meetings forward, ensuring progress continues to be made by helping groups understand common objectives, and developing plans to achieve them. Prior to meetings, the planning team should choose a facilitator. This individual should be an excellent communicator, a decisive and logistical thinker, value people and their ideas, and be both product and process oriented. Once determined, the facilitator will prepare agendas and materials for the meetings, communicate planning goals, and mediate tense conversations to ensure the outcomes are positive and productive.

Timeline

In order to effectively prepare for the planning process and solicit feedback from the community, jurisdictions should schedule at least one year for plan development. This ensures that there is ample time to engage all of the necessary planning participants and gather the intelligence required to draft a plan that is truly representative of the jurisdiction's values and goals.

While one year is perhaps a baseline timeframe, it should be adjusted to accommodate larger communities or exceptionally broad or detailed planning initiatives that will require more extensive stakeholder feedback.

Preparing for the Planning Process: Recommended Actions

The following sections recommend practices that are beneficial to undertake prior to beginning the planning process as well as an explanation of why they are beneficial to the overall planning process. The actions are accompanied by achievement level ratings, as outlined in [How to Use this Guide](#) (page 3).

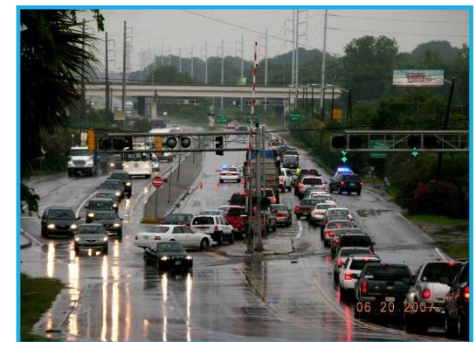
Complete a Capacity Assessment

Within a jurisdiction's plan library, it is likely there are components of existing plans that support long-term recovery and redevelopment. In order to avoid duplication of planning efforts, it is recommended communities review their existing libraries to highlight existing research, resources, or plans that can be integrated into recovery and redevelopment planning. In the process of this review, the planning team/task force can simultaneously identify gaps that need to be addressed to support the plan's implementation.

Existing plans that are likely to support components of long-term recovery and redevelopment are as follows:

- ❖ Local comprehensive plans
- ❖ Local development regulations
- ❖ Comprehensive emergency management plans
- ❖ Long-term transportation plans
- ❖ Temporary housing plans
- ❖ Economic development strategy plans, and/or
- ❖ Debris management plans

The list above is not comprehensive, but is a sufficient starting point for a capacity assessment. While reviewing existing plans, policies, and programs, it may help to use a rubric or matrix to frame the research. An example matrix has been included (*Table 2*) as well as the results of Chatham County's capacity assessment (*Table 3*).



In addition to reviewing plans and policies, the planning team/task force should review available resources in order to identify outstanding needs. Consider the ability of current staff members to support the planning effort within the established timeline while completing the day-to-day responsibilities of their current positions. Determine whether additional human resources staff, planning team leaders, subject matter experts, or analysts are required to support planning activities before beginning the planning process.

Identify a Funding Source

Before undertaking a planning effort, it is essential to identify and secure a funding source for the entire duration of the project. There are a number of funding streams available to local jurisdictions via federal or state grantors, but these may be difficult for smaller jurisdictions to access and require more strategic budgetary revisions, community outreach, or proposal drafting assistance. While a stand-alone long-term recovery and redevelopment plan is the most desirable outcome, a jurisdiction may decide to expand upon recovery and redevelopment planning components as they manifest within existing plans (that already have a dedicated funding stream) until they can secure the funding required for a comprehensive recovery and redevelopment planning effort.



Table 2: Capacity Assessment Matrix. Note the first nine questions would repeat for each plan reviewed, and the final three questions would be answered at the conclusion of the capacity assessment.

Plan Name:		
Date of Last Update:		
Plan Owner:		
Questions	Comments	Page Number(s)
a. Is there data in this plan that could feed into a vulnerability analysis for long-term recovery and redevelopment planning? Is the data up-to-date?		
b. Are there components of this plan that could function as a platform to expand upon recovery and redevelopment principles? Should they be incorporated into this document or addressed in a separate plan?		
c. Are there policies/procedures in this document that support long-term recovery and redevelopment goals?		
d. Are there policies/procedures in this document that conflict with long-term recovery and redevelopment goals?		
e. What policies/procedures in this document will be affected by the transition into/out of long-term recovery?		
f. Does this document address building standards?		
g. Does this document address economic development?		
h. Does this document address long-term community goals?		
i. Are there staff members, volunteers, subject matter experts, or participants that would be useful in the recovery and redevelopment planning process?		
Throughout the entirety of the capacity assessment, what gaps or needs have been identified that will affect recovery and redevelopment planning?		

Are there gaps or weaknesses in the local plans and programs that might lessen the success of post-disaster redevelopment, such as the lack of an approved disaster debris plan?
Are there existing policies, procedures, or programs that might conflict with the goals of a post-disaster redevelopment strategy, such as plans to build new infrastructure in highly vulnerable areas?

Table 3: Chatham County Capacity Assessment (Redevelopment Plan).

Plan Name	In Place, Under Development, Needs Updating, or Not Currently Addressed	Immediate, Short- or Long- Term Goal
Redevelopment Plan	In place	N/A
Community Blueprint	In place	N/A
Build-back Standards/ Reconstruction Ordinance	Not currently addressed	Short-term
Comprehensive Land Use Plan	In place, but needs to be updated for October 2016 state review	Immediate
Flood Mitigation Plan	In place (Chatham County has Flood Mitigation Plan; Tybee Island has Sea Level Rise Adaptation Plan, forthcoming)	N/A
Watershed Management Plan	Under development, in funding phase	Immediate
Open Space Plan	1996 Plan needs updating	Short-term
Greenway Master Plan	Under development, due early 2016	Immediate
Stormwater Management Plan	In place	N/A
Comprehensive Water Management Plan	Existing 2006 plan needs updating	Short-term
Natural Resource Protection Plan	Natural Resource Protection Program exists, but no specific plan	Long-term
Flood Response Plan	In place	N/A
Emergency Operations Plan	In place	N/A
Recovery Plan	In place	N/A

Plan Name	In Place, Under Development, Needs Updating, or Not Currently Addressed	Immediate, Short- or Long- Term Goal
Continuity of Operations Plan	In place	N/A
Evacuation Plan	In place	N/A
Hazard Mitigation Plan	In place	N/A
Disaster Resiliency Plan	Not currently addressed in Chatham County, except in Garden City	Short-term
Capital Improvements Plan	In place	N/A
Economic Development Plan	Not currently addressed for Chatham County, however Savannah has a Business Plan for 2015	Long-term
Historic Preservation Plan	In place (Chatham County and City of Savannah have plans and staff in place)	N/A
Zoning Ordinance	In place (Each jurisdiction in the County has an applicable and separate zoning ordinance)	N/A
Subdivision Ordinance	In place (Chatham County, cities of Bloomingdale, Garden City, Pooler, Savannah, Tybee Island and the Town of Thunderbolt)	N/A
Land Development Code	In place (Stormwater, erosion and sedimentation control, and tree and landscape standards are in place for Chatham County, cities of Bloomingdale, Garden City, Pooler, Port Wentworth Savannah, Tybee Island and the Town of Thunderbolt)	N/A
Building Code	In place county-wide (Chatham County follows state building code with some local modifications)	N/A
Shorefront Recovery and Redevelopment	In place (Includes docks, shores, sand dunes, and homes, in place through Georgia Department of Natural Resources)	N/A

Complete a Vulnerability Analysis

At a minimum, a vulnerability analysis should review existing comprehensive and long-term plans for known hazards and summarize the potential long-lasting effects of the hazards that might impact long-term recovery and redevelopment. It is recommended that the jurisdiction's vulnerability analysis remain consistent with its hazard mitigation plan.

The purpose of this analysis is to ensure that probable threats with lasting impacts are addressed in a long-term recovery and redevelopment plan.

Depending on what type of information is collected and evaluated during the vulnerability analysis, the findings may help community leaders/planners to identify opportunities for hazard mitigation or relocation, recognize possible delays in rebuilding and prioritize reconstruction priorities accordingly, or implement policies and practices to shield socially vulnerable populations from the effects of a disaster.

Chatham County identified natural hazards that would impact the county and analyzed which segments of the county (populations and geographical locations) to estimate which citizens are at risk (*Table 4*). Based on the county's history of hazards, the planning team decided to analyze the threats of storm surge, flooding, and sea level rise.

Table 4. Chatham County, History of Presidential Disaster Declarations (Redevelopment Plan).

Year	Event (Disaster Number)
1977	Drought (3044)
1977	Shrimp loss due to cold weather (536)
1993	Severe Snowfall, Winter Storm (3097)
1994	Heavy rains, tornados, flooding, high winds (1042)
1998	Severe storms and flooding (1209)
1999	Hurricane Floyd Emergency Declarations (3144)
2005	Hurricane Katrina Evacuation (3218)

Consider the Following:

A jurisdiction that is highly prone to flooding has a major employer stationed inside a 100-year floodplain. If the factory were flooded, the specialized machinery could take up to 12 months to repair and/or replace, assuming there are no other structural changes made to the building. Greater than 70% of the jurisdiction's poorest citizens are employed at the factory and job prospects outside of the factory are extremely limited. How would the shutdown of the factory impact the jurisdiction's population demographics and economic recovery?

To conduct the analysis, Chatham County relied on GIS to overlay maps and populations and identify which areas contained those vulnerable to these hazards.

Chatham County's planning team was supplemented with a cadre of contractors, which were able to provide an in-depth analysis that existing staff did not have time to conduct on their own. In jurisdictions with similar time or funding constraints, a more creative approach may be required.

Some of the GIS maps from Chatham County's vulnerability assessments and included in the final plan have been provided below for reference (see *Figures 6-8*). Additionally, a copy of Brantley County's vulnerability assessment can be found in Appendix II of the Brantley County Recovery and Redevelopment Plan, available in Appendix II: Brantley County Hazard Profile (page 92).

The adjacent map depicts critical facilities' vulnerability to 100-year floods in Chatham County.

The Chatham County planning team made the decision to include cultural and historical sites and areas containing vulnerable populations (e.g. child care facilities, nursing homes, homeless shelters, mobile home parks, animal-related facilities, and houses of worship) in the vulnerability assessment and GIS analysis. Other critical facilities included:

- ❖ Police departments
- ❖ Fire departments
- ❖ Hospitals
- ❖ Government Offices
- ❖ Schools
- ❖ Wastewater/sewage lift stations, and
- ❖ Wells

Figure 6: Chatham County, Critical Facility Flood Vulnerability

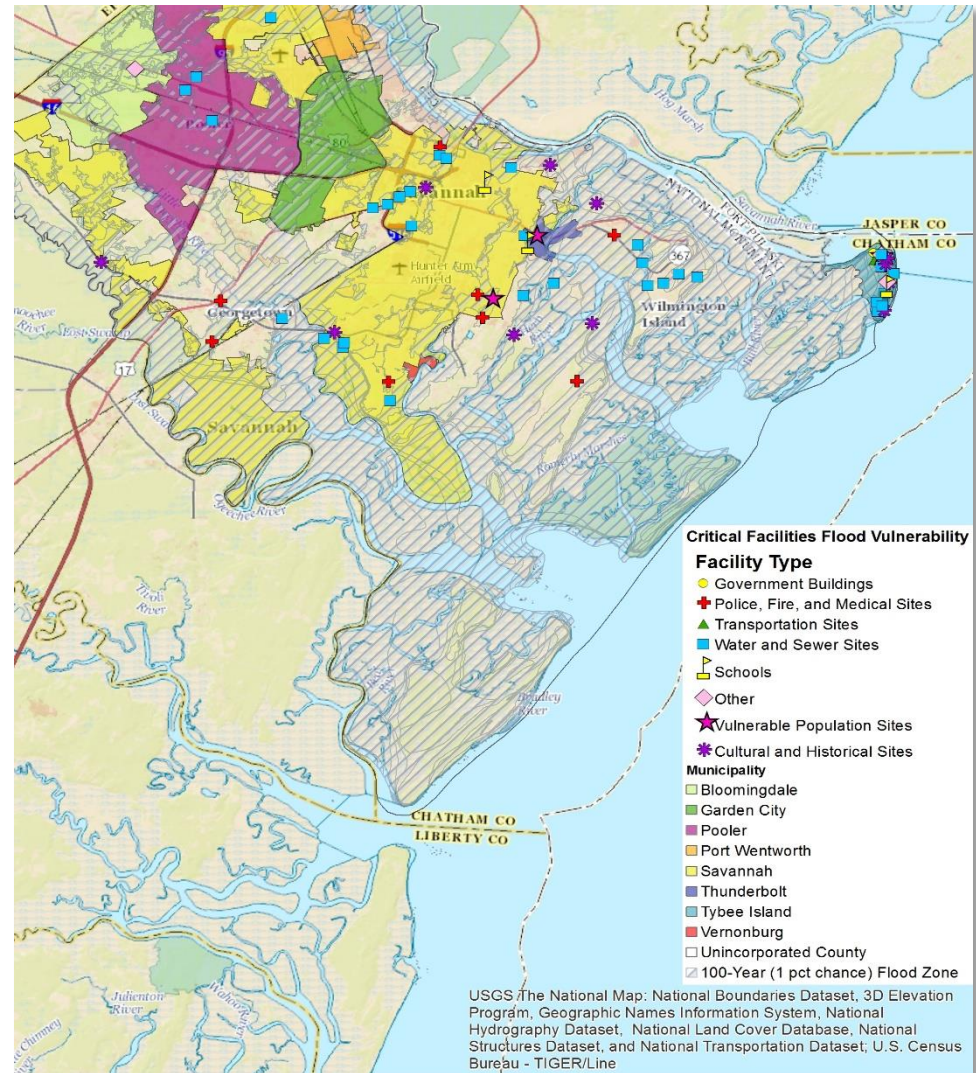
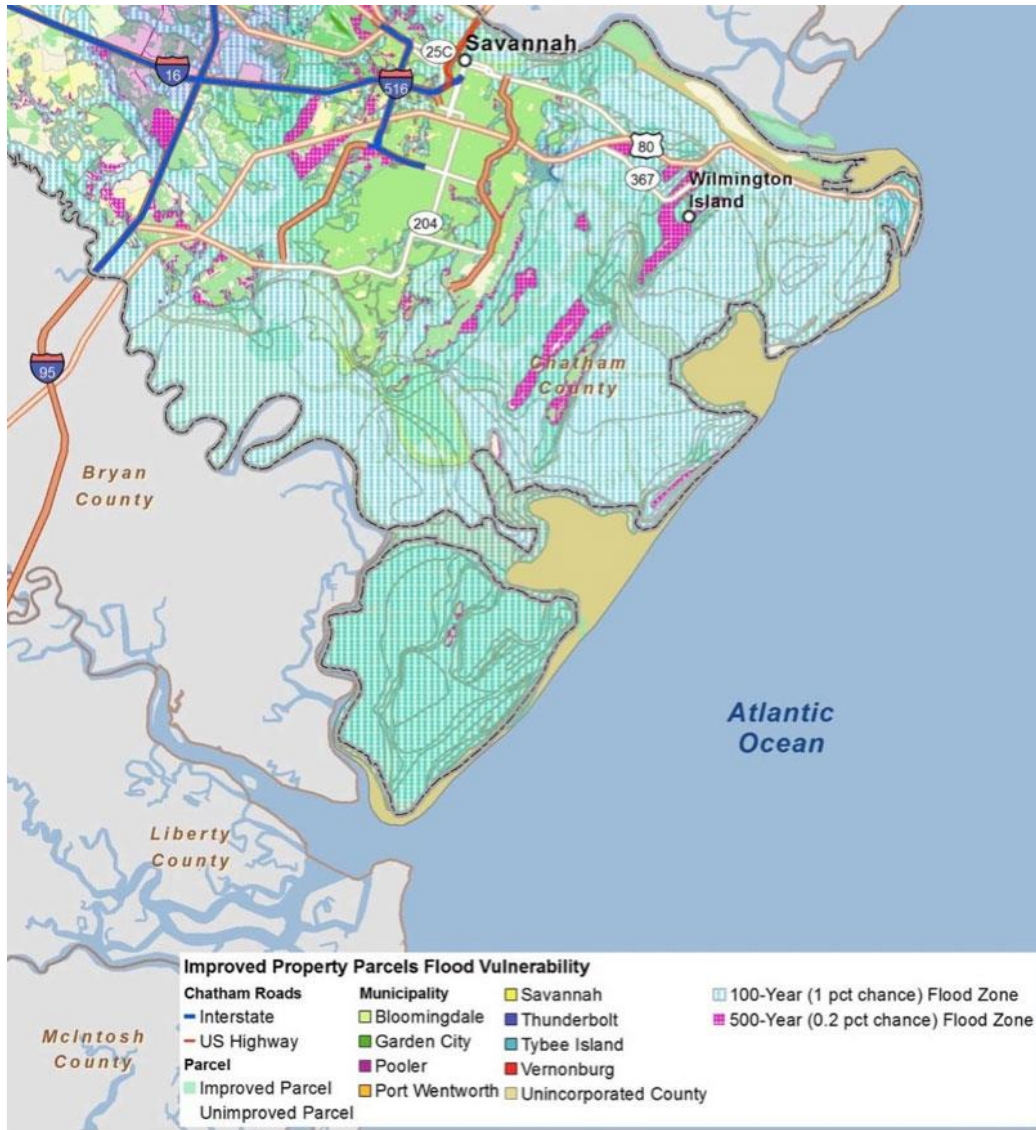


Figure 7: Chatham County, Improved Parcels' Vulnerability to Flooding.

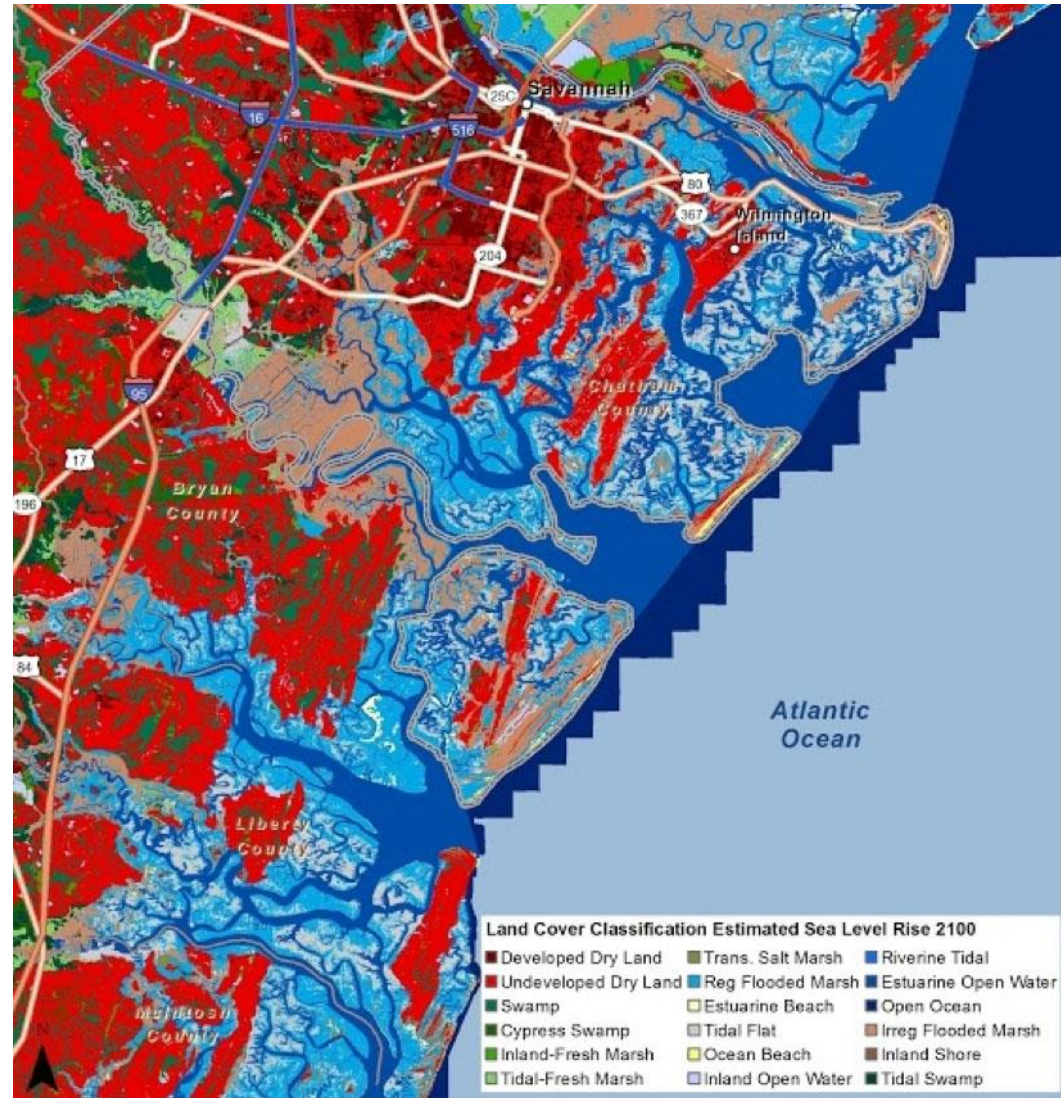


This figure represents improved property vulnerability to flooding in Chatham County. Improved property was defined as any parcel where the building value was greater than zero.

The map represents the municipal areas within the county and is overlaid with major roadways and 100-year and 500-year flood zones to show the likelihood of developed areas succumbing to floodwaters.

Figure 8: Chatham County, Improved Parcels' Vulnerability to Sea-Level Rise (100 years).

This image depicts estimated sea-level rise over the next 100 years in relation to improved property. The estimated land cover classification is overlaid with major roads to represent what land may eventually be vulnerable to sea-level rise, tidal changes, and severe weather. The same analysis was also conducted for 25 and 50 years in the future.



Summary of Recommended Actions

Capacity Assessment

●●● **Minimum Actions**

- ❖ Review comprehensive local plans, local development regulations, and any other long-range plans present in your library. Identify practices that support or feed into recovery and redevelopment operations.
- ❖ Identify resources that can be used during the planning process including, but not limited to, staff/personnel, contractors, existing funds, volunteers, private-sector stakeholders, and non-governmental organizations.
- ❖ Identify supplemental funding streams to support the planning initiative, if necessary.

Vulnerability Assessment

●●● **Minimum Actions**

- ❖ Review comprehensive local plans and identify any long-lasting effects of hazards that might impact recovery and redevelopment processes so that preventative or coping action-items can be incorporated into the plan.

●●● **Recommended Actions**

- ❖ Develop one or more scenarios capturing long-term impacts of identified hazards to help stakeholders that are new to hazard planning conceptualize a common vision, to educate stakeholders and community members, and to establish a sense of purpose and excitement about the planning process.
- ❖ Complete an assessment of land uses within a defined hazard zone.
- ❖ Complete an analysis of the jurisdiction's social vulnerability to disasters.
- ❖ Assess vulnerable infrastructure and facilities. Ensure that community leaders (and members of the planning team) have access to or are aware of anticipated damage to infrastructure following a disaster.

●●● **Advanced Actions**

- ❖ Complete an analysis of the jurisdiction's local economic vulnerability to disasters.
- ❖ Conduct a financial impact analysis.
- ❖ Conduct an environmental or habitat impact analysis.
- ❖ Analyze your community's designated historic sites and structures.
- ❖ Conduct an analysis of future sea level rise inundation and increased storm surge.

Plan Contents

The following chapter provides an overview of the contents of the pilot communities' plans and highlights specific components of the plans that other communities may want to emulate while differentiating between policies that are suited to coastal-inland/coastal-facing and rural/urban communities.

The chapter is broken into three sections: one detailing basic plan components, one addressing recovery plan components, and a third addressing redevelopment components. The categorization of plan components is not to imply that a jurisdiction needs two distinct recovery and redevelopment plans, but to ensure that the document is easy to read and comprehend.

Ideally, this chapter will function as a loose template, from which planning teams can pick and choose components that are suited to their jurisdictions, communities, capacities, and budgets. To facilitate the process of developing a functional and customized plan, each component is accompanied by an achievement level.

●●● *Essential Plan Components (Minimum)*

The following sections are strongly recommended for inclusion in both plans, and are in alignment with Comprehensive Preparedness Guide (CPG) 101 Guidelines (https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans_2010.pdf).

Sections marked with an asterisk (*) have been addressed further in the sections that follow, to provide some additional insight. Each plan's Table of Contents has been included in [Appendix III](#) (page 56), to model the differences in plan components, titles, and content.

- | | |
|---|---------------------------------------|
| ❖ Preface/Introduction | ❖ Purpose* |
| ❖ Signature of Adoption/Promulgation Document | ❖ Scope |
| ❖ Approval and Implementation | ❖ Situation |
| ❖ Record of Changes | ❖ Planning Considerations/Assumptions |
| ❖ Record of Distribution | ❖ Plan Development and Maintenance |
| ❖ Table of Contents | ❖ Authorities and References |
| ❖ Background* | ❖ Training and Exercise |

Background

The background serves as an introduction to your jurisdiction. The pilot communities both used this section to provide a high-level overview of the unique characteristics, planning challenges, hazards, and geographic location of their jurisdiction and a brief summary of the plan's goals.

Purpose

The purpose of the plan is set forth in this section. Each pilot community identified specific goals that the recovery and redevelopment plan(s) would help them achieve.

Recovery or Redevelopment Plan Components

The following section introduces plan components that are recommended for recovery and redevelopment regardless of the actual plan type. These sections are beneficial to include in both recovery and redevelopment plans because they will contribute to the overall resilience of the community.

●●● *Financing Recovery and Redevelopment (Recommended)*

Jurisdictions should take the time to identify sources of post-disaster funding for both the short and long-term. There are a number of programs and funding streams available that should be considered, such as: local reserves and insurance, commercial loans for individuals and households, pre-established contracts, lease-purchase, and tax anticipation notes. Each type of funding should be researched and assessed based on the jurisdiction's needs to ensure that the entire recovery process is funded to prevent projects from stalling or remaining incomplete.

The more diversified the jurisdiction's recovery funds are, the better prepared they will be for a major incident. Additionally, it is highly recommended that the planning team identifies which federal emergency relief programs are available both before and after a Presidential Disaster Declaration is made and become familiar with each program's requirements and processes and includes the list in the recovery plan. Chatham County's Redevelopment Plan included tables for pre-disaster federal fiscal resources and post-disaster federal fiscal resources along with summaries of each program and any relevant deadlines (See [Appendix II](#) (page 51))

This section should also include operational strategies for the Recovery Cost Group or other Finance/Administration staff, if applicable.

The Pilot Communities' Plan Purposes

Brantley County's Recovery and Redevelopment Plan Purpose

To (1) outline a framework to assist Brantley County in managing a community recovery after a disaster, (2) identify current and future projects and priorities that will increase community resilience from future disasters, and (3) provide the organization and coordination necessary for the county to recover and redevelop.

Chatham County's Recovery Plan Purpose

To (1) outline a framework used to assist communities in rebuilding after a disaster while increasing the community's ability to recover from future disasters and (2) to provide the coordination necessary for the county and local governments to itself recover.

Chatham County's Redevelopment Plan Purpose

To provide Chatham County with a single reference for guiding action and decision-making during the difficult long-term disaster redevelopment period and to detail the actions that can be taken before a disaster occurs to speed the recovery and redevelopment process.

●●● *Plan Adoption Checklist (Recommended)*

To ensure that the plan is circulated through the required channels and to preclude any delays in adoption, the planning team should identify the steps required for the plan's adoption prior to the end of the planning process. This will enable the planning team to account for any additional time required for plan review before contracts or agreements with planning team members or stakeholders expire. This is to prevent a single individual or agency from being saddled with the burden of pushing the plan through the adoption process on their own—especially if they are already pressed for time or resources.

Recovery Plan Components

After introducing the plan's background, purpose, and scope, the following sections would go into greater detail about the plan's function and operational strategies. The sections are in the approximate order that they appear within the pilot communities' plans.

●●● *Vision/Disaster Recovery Values (Minimum)*

The plan's vision and values should be firmly rooted in the values of the community it represents and personalized for each jurisdiction. For more information regarding the criticality of soliciting feedback from the community during the planning process, see [Engagement with the Whole Community](#) (page 9) and [Tailored to Your Community](#) (page 10). Additional values may be added at the discretion of the planning team to tie community values back to emergency management and community planning concepts.

[Brantley County's Recovery Vision](#)

After a disaster, Brantley County will maintain local control over post-disaster recovery and redevelopment operations, while seeking State, federal, and private sector contract support where needed. The County intends to partner with the whole community to restore community functions, rebuild lives, revitalize impacted areas as needed and achieve self-sufficiency, sustainability, and resilience for Brantley County, its residents and businesses, in the long-term.

●●● *Priority Issues (Recommended)*

This section establishes the jurisdiction's overarching priorities for the duration of disaster recovery. The goals should summarize the community's goals, echo the community's vision, and establish the backbone of all recovery operations. Examples from the pilot communities include: maintain public safety, communicate with neighboring or regional jurisdictions, identify available resources, accomplish a timely restoration, strengthening, and revitalization of critical infrastructure and housing, facilitate the resumption of a sustainable economy, and maintaining continuity of government.

●●● *Pre-disaster Goals and Objectives (Minimum)*

This section sets forth the jurisdiction's pre-disaster goals. The goals should facilitate recovery processes by outlining or identifying needs for new processes, policies, or committees or workgroups. Some examples include:

- ❖ Establish a Recovery Planning Committee to identify critical community stakeholders, maintain pre-disaster coordination, and enhance relationships with the whole community.
- ❖ Arrange stand-by recovery contracts and assess potential issues with post-disaster recovery contracting and resource procurement.

- ❖ Train on current requirements, procedures, timelines, and benefits of the Federal Emergency Management Agency's Individual and Public Assistance Programs.

●●● *Short and Intermediate-Term Recovery Disaster Goals and Objectives (Minimum)*

Slightly longer-term, these goals facilitate recovery by identifying objectives shortly after an incident has occurred by protecting people and property. Some examples include:

- ❖ Provide adequate sheltering and temporary housing for all affected residents.
- ❖ Restore critical infrastructure, including communications systems.
- ❖ Facilitate the safe return of residents following an evacuation.

●●● *Long-Term Recovery and Redevelopment Disaster Recovery Goals and Objectives (Minimum)*

Reaching the core purpose of the recovery and redevelopment process, this section identifies objectives for long-term disaster recovery. These objectives should contribute to the community's long-term return to pre-disaster conditions. Examples include:

- ❖ Develop new, permanent, sustainable, and accessible housing that meets the needs of the community.
- ❖ Protect socially and economically vulnerable populations by ensuring a smooth transition of health and social services from short-term recovery operations to long-term redevelopment assistance.
- ❖ Protect, restore, and preserve the unique ecosystems and historical assets of the jurisdiction to ensure successful redevelopment and citizens' quality of life.

●●● *Concepts of Operations (Minimum)*

The strategies outlined in the recovery plan should facilitate the implementation of recovery and redevelopment programs and guide community leaders through the complex process of returning to pre-disaster conditions by offering a flexible framework for decision-making. The Concepts of Operations should establish clear leadership and coordination to identify how a community will work together after a disaster. **Unless specifically designated, assume that all components of this section are minimum requirements.**

[Recovery Timeframe/Transition to Recovery](#)

The plan should identify an approximate timeline and triggers for the transition from response to recovery (*Table 5*). The indicators should be flexible, but serve to ease the transition by identifying points in the disaster where operations or responsibilities would shift from short-term and immediate objectives to long-term objectives.

Table 5. Transition from Response to Recovery Table (Chatham County).

	Response	Short-Term Recovery	Intermediate-Term Recovery	Long-Term Recovery
Incident Contained	No	Mostly or Completely	Yes	Yes
Life Safety Issues	Yes	In some areas	No	No
Overall Goals	Contain the incident to protect life-safety and property	Provide support to people and businesses impacted by the disaster	Transition to self-sufficient, sustainable, and functional state	Restoration of services returning the community a pre-disaster, or better, condition
Duration After Incident	A few days, at most a few weeks	Weeks to months	Months	Months to years

Recovery Organization

This component should establish the organizational structure for managing recovery. Brantley County’s organizational structure has been included on the following page as an example (see *Figure 9*), but the structure should be adjusted to fit the capacity and existing ate of and each person’s roles and responsibilities.

Recovery Support Functions

To align the recovery process with the [NDRF](#), each jurisdiction should establish recovery support functions (RSFs) and list the lead agencies and supporting agencies for each function. The purpose of RSFs according to the NDRF is to bring together the core recovery capabilities of departments and agencies, including those not active in emergency response, to focus on community recovery needs. The RSFs are scalable and adaptable, so they can be altered to suit the needs of each jurisdiction’s recovery. The NDRF recommended five RSFs, but each pilot community added additional branches to incorporate additional partners for recovery. The pilot communities’ RSFs have been included below for reference (see *Figure 9*).

NDRF: Community Planning and Capacity Building, Economic, Health and Social Services, Housing, Infrastructure Systems, Natural and Cultural Resources.

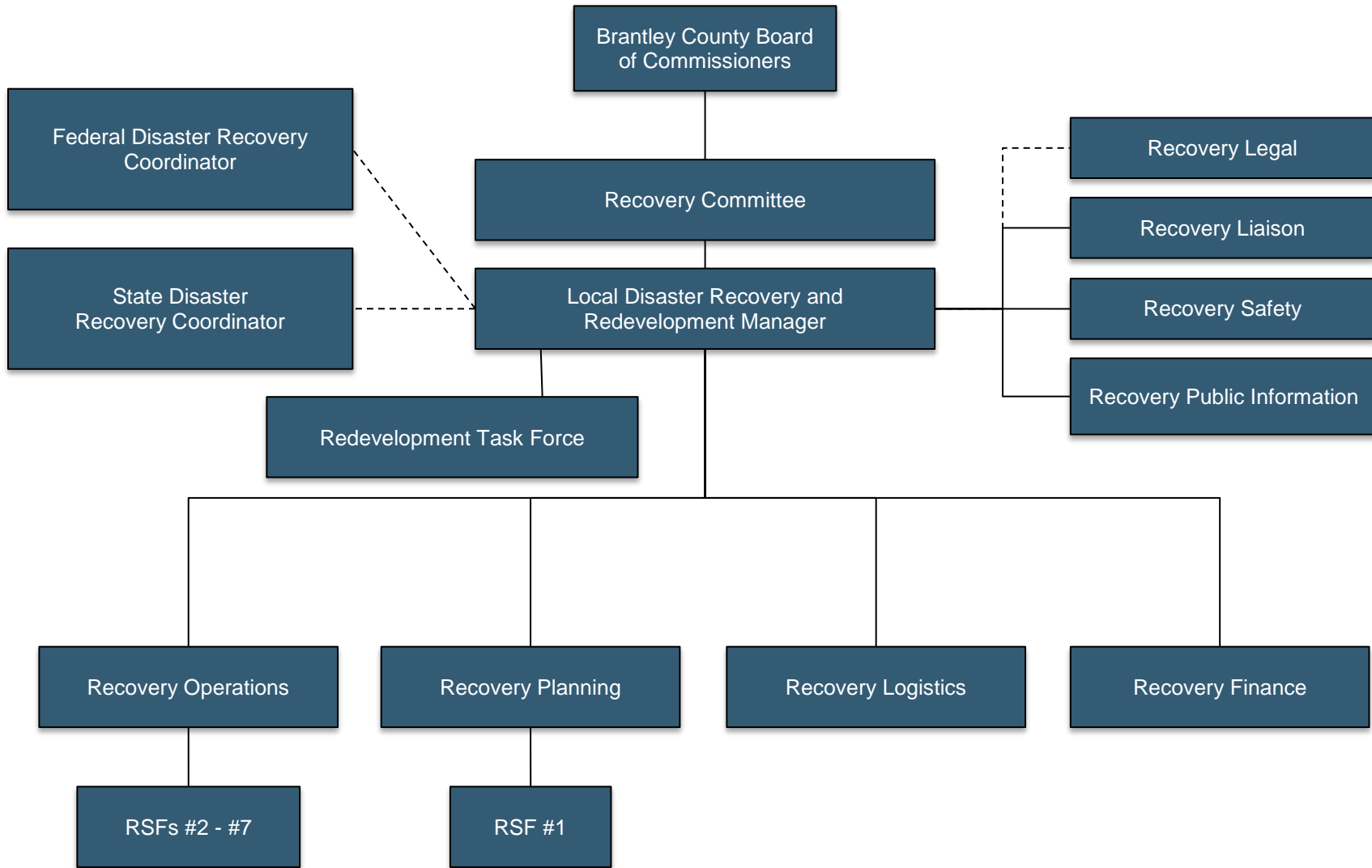
State of Georgia Governor Executive Order on Disaster Recovery and Redevelopment Plans: On January 14, 2013, Governor Nathan Deal signed an executive order that lays the foundation for the development of disaster recovery and redevelopment plans within the State of Georgia through the Georgia Division of Natural Resources. The Executive Order also identifies the Recovery

Support Functions that serve as the basis to assist all state, local, and citizens within the State of Georgia during pre and post recovery and redevelopment activities.

Brantley and Chatham Counties: Disaster Recovery and Redevelopment Assistance; Coordination and Planning; Economic Development; Health and Social Services; Community Development; Planning and Housing; Infrastructure Systems; Natural and Cultural Resources; Community Organizations Active in Disasters (COADs).

Brantley County Model Recovery Ordinance: Brantley County developed a Model Recovery Ordinance that outlines a foundation on which a community can organize to efficiently manage short- and long-term recovery, preferably in advance of a declared disaster, as well as after. The Model Recovery Ordinance focuses on actions found necessary to facilitate recovery, provides a structured format for capturing essential recovery requirements, and offers prototypical language adaptable to unique local circumstances.

Figure 9: Recovery and Redevelopment Organizational Structure.



●●● *Recovery Sites and Facilities (Recommended)*

This section is comprised of a list of sites where recovery operations are performed and a brief description of its function, how the site is activated, and which agency is responsible for managing the site. If a facility is co-located with another or there are location requirements (e.g., the Joint Field Office should be located near the Recovery Coordination Center) that should be indicated in the section as well.

Recovery Objectives

Including a list of overarching objectives during recovery can help to frame operations and provide guidance regarding the prioritization of investments and actions. These objectives should align with Federal guidance such as the National Preparedness Goal and the NDRF.

Recovery Operations

While the RSF annexes will likely contain more detailed operational objectives, this section should contain high-level goals for each phase of post-disaster recovery. Categorizing the objectives by timeframe (e.g. short-term and immediate, long-term, etc.) provides a fluid checklist that will help push recovery operations forward. This section should also contain the process for activating and demobilizing the recovery plan and RSFs, as needed. The Objectives and Operations sections can be combined, as they were in Brantley County, or kept separate.

●●● *Roles and Responsibilities (Recommended)*

It is usually helpful to provide a list of roles and responsibilities in written plans, because it helps individuals or agencies that may not be familiar with a plan to quickly identify their role and ensure that they understand their role in the process. This is especially true in recovery and redevelopment planning as there will likely be a large number of individuals involved in recovery that have a limited conception of emergency operations.

Chatham County included roles and responsibilities for not only those directly involved in the recovery process, but for individuals and households, local, state, and federal governments, non-governmental and volunteer organizations, and the private sector.

●●● *Policies and Procedures (Recommended)*

For jurisdictions without a separate disaster cost recovery plan, it may be helpful to include a policies and procedures component that provides an overview of the process of requesting a Presidential Disaster Declaration and conducting damage assessments. The process should be specific to their jurisdiction, and identify channels of communication based on jurisdictional laws/policies.

Redevelopment Plan Components

As mentioned earlier, the plan components in this section would be accompanied by anything listed in the [Essential Plan Components](#) (page 35) Section in addition to desired recovery plan components, depending on the type of plan being drafted. Each component will be accompanied by an achievement level rating and a brief description.

●●● *Vulnerability Identification (Minimum)*

Conducting a vulnerability analysis is open to interpretation based on each jurisdiction's needs, capacity, available funding, technology, staff, and more. However, some level of analysis should be performed and the results included in this section. For additional information, refer back to [Complete a Vulnerability Analysis](#) (page 29).

This section should provide an overview of the identified hazards, then explain the methodology used to identify and assess those hazards over the long-term and summarize the results.

●●● *Capacity Assessment (Minimum)*

This section should describe which plans, programs, and/or policies were reviewed, how they were analyzed, and what the results of the findings were. For more information on how to conduct a capacity assessment, see [Complete a Capacity Assessment](#) (page 24).

The capacity assessment should also include the results of the jurisdiction's capacity to implement the plan and should be considered from different perspectives, such as fiscal capacity, economic capacity, social services capacity, political capacity, etc.

Be sure to not only document gaps, but to prioritize gaps that are identified so that future decision-making can be accompanied by a quantitative needs assessment.

●●● *Recommendations (Minimum)*

Based on the findings of the vulnerability identification and capacity assessment, the planning team should set forth a series of recommendations or strategies to resolve any discrepancies in existing policies/programs/plans, suggest new policies/programs/plans that will facilitate post-disaster redevelopment by simplifying building policies, and identify goals for redevelopment. The program/policy/plan recommendations will vary based on the gaps or needs identified in the earlier assessments, so there is no real template for this component of the plan.

However, to assist other jurisdictions with their planning efforts, some specific recommendations have been identified in an attempt to demonstrate how identified needs can feed into specific, prioritized redevelopment actions.

●●● *Prioritized Redevelopment Goals (Recommended)*

Each goal that was identified was summarized in one or two overarching statements, then followed by specific actions that need to occur in support of the goal. Action items were identified by the planning team, stakeholders, and pulled from other plans or programs when possible.

The individual action items were then identified as pre- or post-disaster actions (e.g. whether it should be accomplished before or after a disaster) and a timeframe (e.g. immediate: 0-12 months, short-term: 13 months-5 years, or long-term: 6-10 years). This was done to help the county prioritize their efforts and establish a common vision, which will ensure that the plan promotes consistent efforts to facilitate disaster recovery and redevelopment.

This component of the plan directly enabled the county to identify and address gaps in their planning, economic, political capacities so that they could make stronger cases for additional planning efforts or budgetary increases, if necessary.

●●● *Priority Redevelopment Areas (Advanced)*

Critical to economic redevelopment, this section sets forth criteria that establishes what constitutes a priority redevelopment area (e.g. a site or section of the county that should be redeveloped before any others due to its economic, social, or logistical value to the entire jurisdiction). While setting forth the criteria for such an area is somewhat easier, actually identifying those areas and providing the empirical research to support the determinations requires a significant amount of time, effort, and multiple meetings with community members to ensure that their values are reflected in the resulting prioritization.



Brunswick, GA

Implementation

Developing realistic implementation roles and procedures should be a critical task in the planning process. As with any other plan, recovery and redevelopment plans will not be effective if the plan is considered the end product. These processes should contribute to the plan's established goals and objectives by facilitating the implementation of any policies or programs that were identified as a result of the planning process.

Pre-Disaster Actions

Pre-disaster implementation actions will align largely with those identified in the recovery/redevelopment plan and may include the following:

- ❖ Adopting necessary policies and procedures,
- ❖ Conducting additional studies,
- ❖ Training staff and stakeholders, and/or
- ❖ Conducting public outreach.

While it is important to recognize the diligence of the planning team when a new plan is adopted, it is hardly the end of the process of planning for recovery and redevelopment. Taking a short break or celebrating somehow may help to re-energize the team about the longer process of implementation. However, the process of implementation is arguably more difficult and may take longer than drafting the plan, so it is important to assign responsibility and continue to communicate the importance of the work being completed. Assigning responsibility, regularly holding status updates, and effectively communicating the significance and successes of the implementation process will be crucial to maintaining the momentum of the planning process.

Plan Maintenance

Communities and the municipalities that contain them are not static. In order to effectively represent the communities they govern, recovery and redevelopment plans should be updated on a regular basis. It is recommended that the plan be maintained on an annual basis with major updates every five years, but this can be dialed up for more frequent updates depending on the jurisdiction's planning capacity.

Jurisdictions may want to consider aligning major planning revisions with other long-term communities plans to consolidate and minimize duplication of effort especially if the updates require community outreach or meetings to obtain feedback. See the following list of recommended actions for each type of update (list was adapted from the Florida Post-Disaster Redevelopment Planning Guidebook).

Consider the Following:

After implementing its Recovery and Redevelopment Plan, Brantley County officials made the decision to create a Continuity of Operations (COOP) and Continuity of Government (COG) Plan to enhance the community's resilience. By ensuring that the county is equipped to maintain continuity of essential operations and functions, the community is able to maintain control of an incident and recovery more effectively. For additional resources on COOP planning, see: <https://www.fema.gov/additional-resources-and-videos-continuity-operations>

Annual Update Actions

- ❖ Review stakeholder membership and update as needed.
- ❖ Document actions that have been completed and remove them from plan action lists.
- ❖ Include new actions as recommended by the stakeholder group.
- ❖ Determine if priorities need readjusting and review the actions previously schedule to be implemented over the next year. Adjust implementation timeframes if necessary.
- ❖ Seek resources and funding for actions scheduled for the following 1-3 years.
- ❖ Prepare a report of accomplishments to be circulated amongst elected officials or other bodies of oversight.

Major Plan Update Actions

- ❖ Conduct research to determine if there is new guidance on recovery/redevelopment planning that will affect the overall planning process.
- ❖ Update the vulnerability assessment data, if new data is available or needs to be conducted.
- ❖ Conduct a new assessment and update the capacity assessment data.
- ❖ Research and update potential funding sources and application deadlines, as necessary.
- ❖ Update and reprioritize action items based on current assessments, if necessary.
- ❖ Document the planning process, including public participation.

Training/Exercise

An important component of the implementation of any plan is training staff for their roles and exercising the plan to identify any gaps or inconsistencies. Recovery and redevelopment planning is no exception to this rule, and should be included in regular training and exercising. It is important that those involved in recovery and redevelopment not only understand their role, but have an idea of what to expect after a disaster. Talking through specific scenarios can help to familiarize them with complex recovery processes, identify points of transition from response to recovery, and clarify roles and responsibilities. When the recovery team understands how to adequately support the process, the community can bounce back faster. But it is often a lack of knowledge, skills, or capacity to perform recovery duties that hinders swift recoveries.

Training/Exercising



Recommended Actions

- ❖ Train on recovery operations annually to ensure that staff members are familiar with overarching goals, roles and responsibilities, and specific job duties.
- ❖ If possible, tie recovery operations training into other preparedness exercises to model the transition from response to recovery and identify learning opportunities for inclusion in annual training.

Outreach

Much like its role in the planning process, the community's involvement in implementation is crucial to the plan's success. Community members need to be educated and informed about preparedness, recovery, and redevelopment, which requires an active channel of communication between citizens and government. This channel of communication will enable the community to remain engaged in decision-making that should reflect their values and goals. Citizens should have ample opportunity to make decisions about how the plan is implemented, including which policies are altered or created, both before and after disasters.

Community leaders should work diligently to establish open lines of communication before a disaster occurs. Communication can create a sense of safety, trust, and respect for local government by informing residents that there are plans in place to protect them and provide both physical and social resources. This communication should seek to inform citizens about the overall purpose and basic components of the plan, with a slight emphasis on educating them about the policies and programs that are activated after a disaster. Like any training activity, citizens will be better equipped to recover from a disaster on an individual level when they are armed with knowledge of what to expect and what to do.

While pre-disaster communication can lubricate the cogs of post-disaster activities, open lines of communication become even more critical after a disaster. Jurisdictions should recognize the criticality of communications during and after emergencies and formulate a plan to facilitate consistent, accessible, and clear communication. After a major disaster, citizens will be preoccupied with a few major concerns: what are community leaders doing to help them recover and what do they need to do next? To cope with the intensity of these questions, community leaders need to identify strategies to engage citizens in constructive dialogue that will (1) convey how community leaders/local government are driving progress and being successful and (2) provide citizens with a venue to provide constructive feedback about the process and obtain information about the overall process of recovery. It may be helpful to tie recovery objectives back to community engagement meetings during the planning process, so that citizens can see how their input correlates to recovery operations.

Post-Disaster Activation/Implementation

Recovery is a complex process, and is likely to be different for each disaster. As such, recovery and redevelopment plans should be flexible enough to accommodate a dynamic timeline. Activation of the plan should require a specific individual within an appropriate and legally empowered position to decide whether to activate recovery and redevelopment plans or an obvious trigger to set recovery in motion. Additionally, each jurisdiction needs to determine how much of the plan will be activated following a disaster. These decision-making processes need to be outlined within the plan to ensure that the plan can be activated as quickly and effectively as possible after a disaster.

Any responsibility for activating and deactivating the plan needs to be clearly delineated to establish accountability. To facilitate wise decision-making, the planning team should consider creating thoughtful and practical job aids to be incorporated into the plan to guide executive leadership in high-stress situations.

References and Resources

Post-Disaster Redevelopment Planning: A Guide for Florida Communities (2010)

<http://www.floridadisaster.org/Recovery/documents/Post%20Disaster%20Redevelopment%20Planning%20Guidebook%20Lo.pdf>

Comprehensive Preparedness Guide 101 (2010)

https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans_2010.pdf

The National Disaster Recovery Framework (NDRF) (2011)

http://www.fema.gov/media-library-data/20130726-1820-25045-5325/508_ndrf.pdf

Note: this document is currently under review and will be replaced by an updated version. The draft can be found here:

http://www.fema.gov/media-library-data/1431384118216-cb60a2e457c67f93a79f6050d79a0ccb/National_Disaster_Recovery_Framework.pdf

Disaster Impact and Unmet Needs Assessment Kit (2013)

<https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/>

2013 Executive Order, Governor of Georgia

https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/01.14.13.01.pdf

Chatham County Recovery and Redevelopment Plans (2015)

<http://www.chathamemergency.org/disaster-recovery-plan.php>

Brantley County Disaster Recovery and Redevelopment Plan (2015)

[See Appendix III](#) (page 56)

National Preparedness Goal (2015)

http://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National_Preparedness_Goal_2nd_Edition.pdf

Planning for Post-Disaster Recovery: Next Generation (2016)

<https://www.planning.org/research/postdisaster/>

Recovery from Disaster Handbook

<https://dps.mn.gov/divisions/hsem/library/Documents/Disaster%20Management%20Handbook%202011%20Rev%205.pdf>

Facilitation Tip Sheet

http://www.cdc.gov/phcommunities/docs/plan_facilitation_tip_sheet.doc

Georgia Department of Natural Resources Disaster Recovery and Redevelopment Plan Template

http://www.gadnr.org/statewidePlans?cat=inside_dnr

Appendix I: Acronyms

Acronym/Abbreviation	Term
AAR	After-Action Review/Report
ADA	Americans with Disabilities Act
COAD	Community Organizations Active in Disasters
COO	Chief Operating Officer
COOP	Continuity of Operations
COG	Continuity of Government
CPG	Comprehensive Preparedness Guide
CRD	Coastal Resources Division
DHSEM	Department of Homeland Security and Emergency Management
DNR	Department of Natural Resources
EMPA	Emergency Management Program Assistance
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EPRU	Emergency Preparedness and Response Unit
GEMHSA	Georgia Emergency Management Homeland Security Agency
HMGP	Hazard Mitigation Grant Program
NDRF	National Disaster Recovery Framework
NOAA	National Oceanic and Atmospheric Administration
OCM	Office for Coastal Management
RSF	Recovery Support Function

Appendix II: Federal Fiscal Resources (Pre- and Post-Disaster)

Originally included in Chatham County’s Redevelopment Plan, these tables summarize federal funding programs for pre- and post-disaster situations and included deadlines where applicable. While federal programs can be useful, they should not be a jurisdiction’s only means of recovery and redevelopment financing; other funding streams need to be identified and assessed based on the jurisdiction’s individual needs.

Federal Pre-Disaster Funding Programs

Program Name	Program Purpose
Pre-Disaster Mitigation (PDM)	To assist communities to implement hazard mitigation programs designed to reduce overall risk to the population and structures before the next disaster occurs.
Community Assistance Program State Support Services Element (CAP-SSSE)	To ensure that communities participating in the National Flood Insurance Program (NFIP) are achieving flood loss reduction measures consistent with program direction. The CAP-SSSEE is intended to identify, prevent and resolve floodplain management issues in participating communities before they develop into problems requiring enforcement action.
Community Development Block Grant (CDBG) (also see post-disaster funding)	Community Development Block Grants (CDBG) provide for long-term needs, such as acquisition, rehabilitation or reconstruction of damaged properties and facilities and redevelopment of disaster-affected areas. Funds may also be used for emergency response activities, such as debris clearance and demolition, extraordinary increases in the level of necessary public services.
Emergency Management Program Assistance (EMPA)	To administer the Emergency Management Preparedness and Assistant Trust Fund, count base grants, and incoming federal, state, or private funding. Within this program is the Municipal Grant Program. Localities can apply for up to \$50,000 worth of grant money. Also included is the Open Competitive Grant Program in which cities, counties, not for profits, etc. can apply for up to \$300,000 in grant money.
The Federal Assistance for Beach Renourishment Program	Provides up to 65% of the costs to renourish beaches and for up to 50 years of periodic maintenance.
Flood Control Projects	To reduce flood damages through projects not specifically authorized by Congress.
Flood Mitigation Assistance	To fund cost effective measures to states and communities that reduce or eliminate the long term risk of flood damage to buildings, manufactured homes, and other insurable structures.

Flood Plain Management Services	To promote appropriate recognition of flood hazards in land and water use planning and development through the provision of flood and flood plain related data, technical services, and guidance.
Flood Prevention, Emergency Advance Measures	To mitigate, before an event, the potential loss of life and damages to property due to floods.
Grants & Loans for Public Works & Development Facilities	To provide financial assistance for the construction of public facilities needed to initiate and encourage the creation or retention of permanent jobs in the private sector in designated areas where economic growth is lagging.
Hazardous Materials Training Program - Implementation of the Superfund Amendment and Reauthorization Act (SARA) of 1986	To make funding available to support programs of state, local, and tribal governments, and universities to improve emergency planning, preparedness, mitigation, response, and recovery capabilities. These programs must provide a special emphasis on emergencies associated with hazardous chemicals.
Insurance Program, National Flood (NFIP)	To enable individuals to purchase insurance against losses from physical damage to or loss of buildings and or contents therein caused by floods, mudflow, or flood-related erosion, and to promote wise floodplain management practices in the nation's flood prone areas.
Payments to States in Lieu of Real Estate Taxes	To compensate local taxing units for the loss of taxes from federally acquired lands, 75 percent of all monies received or deposited in the Treasury during any fiscal year for the account of leasing of lands acquired by the United States for flood control, navigation and allied purposes, including the development of hydroelectric power, are paid at the end of each year to the States in which such property is situated.
Protection, Clearing and Straightening Channels	To restore channels for purposes of navigation or flood control.
Protection of Essential Highways, Highway Bridge Approaches, and Public Works	To provide bank protection of highways, highway bridges, essential public works, churches, hospitals, schools, and other nonprofit public services endangered by flood caused erosion.
Public Works Impact Projects Program (PWIP) (11.304)	To provide financial assistance in the construction of public facilities for the purpose of providing immediate useful work to unemployed and underemployed persons in designated project areas.
Snagging and Clearing for Flood Control	To reduce flood damage.

Federal Post-Disaster Funding Programs

Program Name	Program Purpose	Approximate Deadline
Community Development Block Grants (CDBG)/Entitlement Grants	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate income individuals.	Pre-disaster.
Community Development Block Grants Disaster Relief (CDBG-DR)/State's Program	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate income individuals.	Pre-disaster.
Cora C. Brown Fund	To assist disaster victims for unmet disaster related needs. When Cora C. Brown of Kansas City, Missouri, died in 1977, she left a portion of her estate to the Federal Government as a special fund to be used solely for the relief of human suffering caused by disasters.	No standard application process. Awards are determined by FEMA administrators.
Disaster Emergency Loans – Farmer Programs	To provide financial assistance to eligible applicants to help them overcome the adverse effects of a natural disaster to their farm operations.	90+ Days. Deadlines differ for each disaster declaration. For information, county should contact Farm Service Agency office.
Livestock Forage Program	LFP provides compensation to eligible livestock producers that have suffered grazing losses due to drought or fire on land that is native or improved pastureland with permanent vegetative cover or that is planted specifically for grazing.	Deadlines differ for each disaster declaration and loan type.
Livestock Indemnity Program	LIP provides benefits to livestock producers for livestock deaths in excess of normal mortality caused by adverse weather or by attacks by animals reintroduced into the wild by the federal government.	Deadlines differ for each disaster declaration and loan type.
Emergency Assistance for Livestock, Honeybees, and Farm-Raised Fish (ELAP)	ELAP provides emergency assistance to eligible producers of livestock, honeybees and farm-raised fish for losses due to disease (including cattle tick fever), adverse weather, or other conditions, such as blizzards and wildfires, not covered by LFP and LIP.	Deadlines differ for each disaster declaration and loan type.
Tree Assistance Program (TAP)	TAP provides financial assistance to qualifying orchardists and nursery tree growers to replant or rehabilitate eligible trees, bushes, and vines damaged by natural disasters.	Deadlines differ for each disaster declaration and loan type.
Economic Injury Disaster Loans (EIDL) and Physical Disaster Loans (PDL)	EIDL: To assist businesses suffering economic injury as a result of certain Presidential, Secretary of Agriculture, and/or SBA declared disasters. PDL: To provide loans to businesses affected by declared physical type disasters for uninsured losses.	Deadlines differ for each disaster declaration. Contact the State Hazard Mitigation Officer or Small Business Administration for details.

Program Name	Program Purpose	Approximate Deadline
Emergency Conservation Program	To enable farmers to perform emergency conservation measures to control wind erosion on farmlands, or to rehabilitate farmlands damaged by wind erosion, floods, hurricanes, or other natural disasters and to carry out emergency water conservation or water enhancing measures during period of severe drought.	Deadlines differ. Contact local Farm Service Agency Office.
Emergency Operations Flood Response and Post Flood Response	To provide emergency flood response and post flood response assistance as required to supplement state and local efforts and capabilities in time of flood coastal storm.	Pre-disaster, register via System for Award Management (SAM) online database for post-disaster logistical support from USACE.
Emergency Shelter Grants Program (ESG)	To provide financial assistance to renovate or convert buildings for use as emergency shelters for the homeless. Grant funds may also be used to operate the shelter (excluding staff) and pay for certain support services. Funds can also be used to aid families in relocating from shelters to permanent housing by paying fees associated with moving or deposits on the home.	Yearly application cycle.
Hazard Mitigation Grant Program (HMGP)	To prevent future losses of lives and property due to disaster; to implement State or local hazard mitigation plans; to enable mitigation measures to be implemented during immediate recovery from a disaster; and to provide funding for previously identified mitigation measures to benefit the disaster area.	Deadlines differ for each disaster. Contact the State Hazard Mitigation Officer for details.
Public Assistance Program	To provide supplemental assistance to States, local governments, and certain private nonprofit organizations to alleviate suffering and hardship resulting from major disasters or emergencies declared by the President. Public Assistance (PA) provides funding for the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster. Eligible applicants at the county level include local governments and certain private non-profit (PNP) organizations. Eligible PNP's include educational, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities, utilities, and other PNP facilities which provide essential governmental services to the general public. PA Funds are available for debris removal, emergency protective measures, road systems and bridges, water control facilities, public buildings and contents, public utilities, and parks and recreational facilities. PA funds may not be used when other funding sources are available, such as insurance, to avoid the duplication of benefits.	30 Days.

Program Name	Program Purpose	Approximate Deadline
Individual Assistance Program	<p>Disaster assistance may be provided as financial or direct assistance to individuals and families whose property has been damaged or destroyed as a result of a federally-declared disaster, and whose losses are not covered by insurance. It is meant to help you with critical expenses that cannot be covered in other ways. This assistance is not intended to restore your damaged property to its condition before the disaster.</p> <p>While some housing assistance funds are available through our Individuals and Households Program, most disaster assistance from the Federal government is provided in the form of loans administered by the Small Business Administration.</p>	<p>Deadlines differ for each disaster declaration.</p>
Federal Transit Administration Emergency Relief (FTA ER) Program	<p>This program helps States and public transportation systems pay for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage as a result of an emergency, including natural disasters such as floods, hurricanes, and tornadoes. The program can fund capital projects to protect, repair, or replace facilities or equipment that are in danger of suffering serious damage, or have suffered serious damage as a result of an emergency. The program can also fund the operating costs of evacuation, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency.</p>	<p>60 Days.</p>
Federal Highway Administration Emergency Relief (FHWA-ER) Program	<p>Congress authorized in Title 23, United States Code, Section 125, a special program from the Highway Trust Fund for the repair or reconstruction of Federal-aid highways and roads on Federal lands which have suffered serious damage as a result of (1) natural disasters or (2) catastrophic failures from an external cause. This program, commonly referred to as the emergency relief or ER program, supplements the commitment of resources by States, their political subdivisions, or other Federal agencies to help pay for unusually heavy expenses resulting from extraordinary conditions.</p>	<p>30-90 Days, depending on method of fund release.</p>

Brantley County Disaster Recovery and Redevelopment Plan

BASE PLAN



This plan was prepared by Hagerty Consulting, Inc. under grant award #NA14NOS4190117 to the Georgia Department of Natural Resources from the Office for Coastal Management, National Oceanic and Atmospheric Administration. The statements, findings, conclusions, and recommendations are those of the author(s) and do not necessarily reflect the views of DNR, OCM or NOAA.

Brantley County Disaster Recovery and Redevelopment Plan

Signature of Adoption

This document was adopted in accordance with federal, state, and local guidelines regarding disaster recovery and coordination practices. The document was developed to ensure safe and methodical recovery and redevelopment from incidents affecting populations in Brantley County. By signature, the entities below accept this document as a standard practice for disaster recovery and redevelopment coordination.

_____ Date _____
Chairman, Brantley County Board of Commissioners

_____ Date _____
Vice Chairman, Brantley County Board of Commissioners

Record of Changes

Change Number	Section	Date of Change	Individual Making Change	Description of Change

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Chapter I: Introduction

The Brantley County Disaster Recovery and Redevelopment Plan (DRRP, or Plan) is developed to facilitate the County’s recovery from emergencies causing significant impact. This DRRP is an all-hazards document to establish a comprehensive plan for managing recovery and redevelopment efforts within Brantley County.

For the purposes of this Plan, the definition of “recovery” aligns with the National Disaster Recovery Framework’s (NDRF) definition, described as:

Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.

Redevelopment is defined in the NDRF as:

Rebuilding degraded, damaged or destroyed social, economic and physical infrastructure in a community, State or Tribal government to create the foundation for long-term development.

Response, recovery, and redevelopment operations will begin and end at the local level. This Plan recognizes that local governments are primarily responsible for these post-disaster operations, and recovery and redevelopment will occur at the direction of the local community.

This Plan recognizes a significant event may quickly overwhelm local resources. State assistance may be provided upon the request of the local government. Federal assistance is supplemental to and requested by the state. This Plan provides the framework for the coordination required for this assistance.

Acting as a guidance document, this DRRP outlines a framework for successful community recovery and redevelopment. The Plan includes recovery-planning work that can begin before a disaster occurs and help make local government more resilient and prepared.

Purpose

The Brantley County DRRP provides the framework for Brantley County in coordination with local, state, federal government agencies, non-governmental agencies, and the private sector to coordinate disaster recovery and redevelopment across the county. The Plan has three primary purposes:

1. Outline a framework to assist Brantley County in managing a community recovery after a disaster.
2. Identify current and future projects and priorities that will increase community resilience from future disasters.
3. Provide the organization and coordination necessary for the county to recover and redevelop.

The goal of recovery and redevelopment is to return populations, infrastructure, and natural and cultural resources not necessarily to pre-disaster conditions, but to *better and more resilient* conditions as quickly as possible following a disaster.

Scope

This Plan provides guidance to Brantley County, its municipal jurisdictions, and partners in the public, private, and nonprofit sectors, following major and catastrophic disasters. It identifies tasks for key agencies and organizations, as well as for coordinating and supporting agencies in Recovery Support Function (RSF) roles. This Plan should be used as a guiding document during the recovery and redevelopment phases of an event, and considers preparedness priorities to support future recovery.

The DRRP is *not* a tactical plan or field manual. It provides a scalable and flexible framework for organization and provides decision-making tools that may be effectively deployed against unknown and unpredictable threats.

Applicability

The concepts and principles of the DRRP may apply to any incident, whether natural or human-caused, which may have recovery consequences, whether or not it results in a Presidential Disaster Declaration or Governor’s State of Emergency. In addition, it is important to recognize not all of the Plan’s elements will be activated for every incident.

Brantley County Profile

Brantley County covers approximately 447 square miles and is located in southeastern Georgia. The County is bordered on the northwest by Pierce County, on the northeast by Wayne County, and on the east by Glynn County, on the southeast by Camden County, on the southwest by Charlton County, and on the west by Ware County. Brantley County is home to just over 20,000 people.

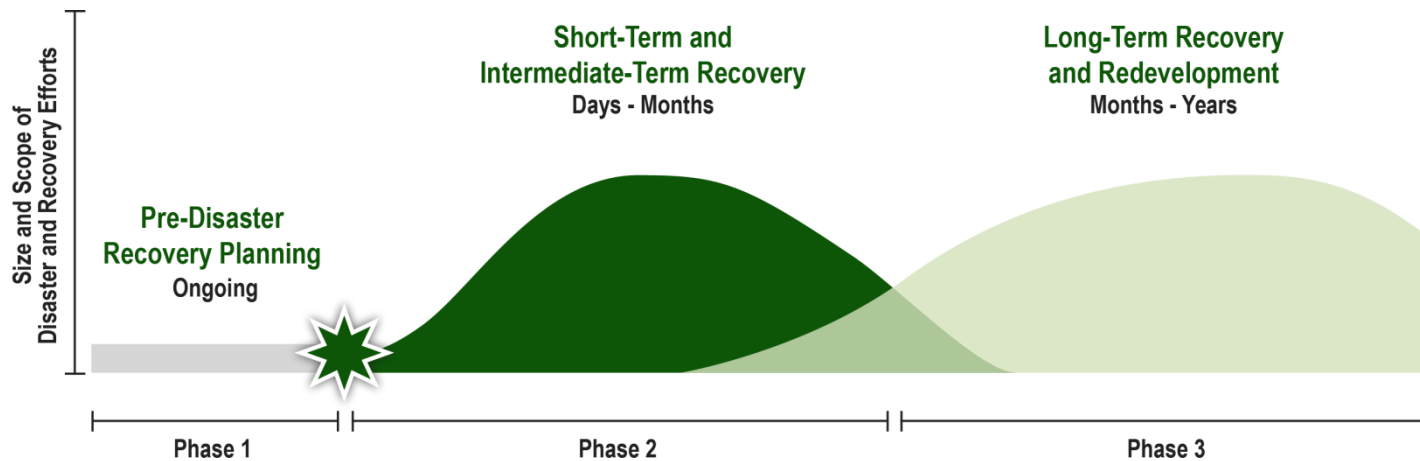
Brantley County is not a sheltering county for large storms that will effect coastal residents, but the County will serve as a major evacuation thoroughway and roads will quickly become overcrowded in the event of an evacuation from nearby coastal counties. In the County, there are 4.8 square miles of river and 600 miles of road. Of the total road mileage, 100 miles are paved and 500 miles are unpaved. In Brantley County, there are 3,740 mobile homes, many that exist in the Satilla River floodplain. The major economic industry in the area is timber.

Given its geography, building, and infrastructure components, as well as its relationship to the coast, Brantley County is subject to a number of hazards, including hurricanes, tornadoes, fires, and transport incidents. A summary of probable hazards as well as Brantley County’s vulnerability to specific hazards are outlined in **Appendix II** (page 92).



Recovery Phases

Recovery for Brantley County includes three phases: pre-disaster recovery planning, short-term and intermediate term recovery, and long-term recovery and redevelopment. The phases are outlined below.



Phase 1: Pre-Disaster Recovery Planning

During pre-disaster recovery planning, or the “preparedness” phase, Brantley County will work with community leaders to establish priorities, identify weaknesses, and create a common platform to guide recovery decisions and activities.

Phase 2: Short-Term and Intermediate-Term Recovery

Short-term recovery concerns include managing and containing immediate impacts of an event on community systems and beginning to return these systems back to operating standards.

Intermediate-term recovery involves returning individuals and families, critical infrastructure, and essential government or commercial services back to a functional state, although not necessarily to a pre-disaster state.

Short- and intermediate-term recovery operations often overlap, and for the purposes of this plan will be presented together.

Phase 3: Long-Term Recovery and Redevelopment

Long-term recovery works to return to “near normal” or “new normal” conditions after a disaster or emergency, including restoring economic activity and rebuilding community facilities and housing. Long-term recovery can take several months or years.

Related, the redevelopment of Brantley County after a disaster will be driven by local government at the direction of community leadership, with a vision of long-term sustainability and increased community resiliency. In other words, the redevelopment of Brantley County will work alongside long-term recovery with a focus on rebuilding and redeveloping the County to a state where future disasters will not cause as much damage or harm. This process will take years and should be ever-changing to accommodate new ideas.

Chapter II: Recovery and Redevelopment Vision, Values, and Goals

Vision

After a disaster, Brantley County will maintain local control over post-disaster recovery and redevelopment operations, while seeking State, federal, and private sector contract support where needed. The County intends to partner with the whole community to restore community functions, rebuild lives, revitalize impacted areas as needed and achieve self-sufficiency, sustainability, and resilience for Brantley County, its residents and businesses, in the long-term.

Disaster Recovery and Redevelopment Values

The following values will guide Brantley County's recovery and redevelopment.

1. Local Ownership of Recovery

Although it is anticipated that state, federal, nongovernmental, and private sector assistance will be needed to support Brantley County, local leadership will be responsible for organizing, coordinating, and advancing recovery for the county.

2. Whole Community Approach

The DRRP uses a collaborative and inclusive approach to address long-term recovery in an effective and efficient manner.

3. Individual and Family Empowerment

All community members must have equal opportunity to participate in community recovery and redevelopment efforts in a meaningful way.

4. Pre-Disaster Recovery Planning

The speed and success of recovery will be enhanced by establishing a recovery process and protocols before a disaster. All stakeholders should be involved in pre-disaster planning to ensure a coordinated and comprehensive planning process and to develop the relationships that will increase the effectiveness of post-disaster collaboration and enable unified decision-making.

5. Partnerships and Inclusiveness

Partnerships and collaboration across groups, sectors, and governments promote a successful recovery process. Partnerships and inclusiveness are vital for ensuring that all voices are heard from all parties involved in disaster recovery and that all available resources are brought to the table.

6. Public Information

Clear, consistent, culturally appropriate, and frequent communication initiatives promote successful public information outcomes, which is essential in ensuring everyone in the community has accurate and up to date information throughout the recovery and redevelopment process.

7. Resilience and Sustainability

A successful recovery will minimize the community's risk to future hazards and strengthens its ability to withstand and recover from future disasters.

8. Psychological and Emotional Recovery

A successful recovery process addresses the full range of psychological and emotional needs of the community as it recovers from the disaster through the provision of support, counseling, screening, and treatment, when needed.

Priority Issues

Brantley County has identified the following issues for priority consideration in disaster recovery and redevelopment.

1. Public Safety
2. Communication with Neighboring Counties
3. Community and Citizen Preparedness
4. Resource Identification and Availability
5. Infrastructure Readiness and Repair
6. Continuity of Government
7. Rebuilding More Resilient

Pre-Disaster Goals and Objectives

This section outlines key pre-disaster objectives for Brantley County.

1. Establish a Recovery Planning Committee (RPC), identify critical community stakeholders, maintain pre-disaster coordination, and enhance relationships with the whole community.
2. Establish a resilient and sustainable land use and zoning program.
3. Understand, streamline, and coordinate regulatory and statutory approvals and permitting processes for recovery.
4. Inventory critical infrastructure and resources and assess capabilities and gaps.
5. Determine the siting of a debris deposit location in Brantley County and delegate debris management responsibilities.
6. Set up stand-by recovery contracts, and assess potential issues with post-disaster recovery contracting and resource procurement.
7. Establish, maintain, and enhance government continuity capabilities.
8. Train and exercise recovery operations.
9. Look for opportunities to mitigate against risk and build resilience.
10. Train on current requirements, procedures, timelines, and benefits of the Federal Emergency Management Agency (FEMA) Individual and Public Assistance Programs.
11. Support Continuity of Operations planning (COOP) planning with local businesses.
12. Develop financial reserves for the initial phase of a disaster.

Short and Intermediate-Term Recovery Disaster Goals and Objectives

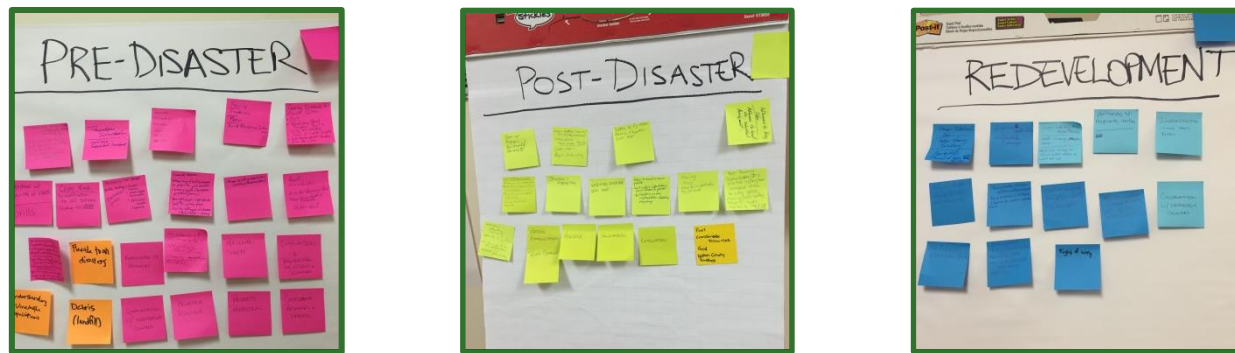
This section outlines key short-term and intermediate-term recovery disaster objectives for Brantley County.

1. Provide adequate sheltering and temporary housing for all affected county residents.
2. Ensure public safety systems remain operational and effective.
3. Facilitate the safe return of Brantley County residents following an evacuation.
4. Restore critical infrastructure, including communication systems.
5. Plan for long-term recovery and redevelopment.
6. Implement resilient building codes and land-use.

Long-Term Recovery and Redevelopment Disaster Recovery Goals and Objectives

1. Strengthen the County’s economic and industrial base through partnership with the private sector, including permanent return of jobs, tourism, and capital investments while looking at new opportunities and investment.
2. Work to establish land use policy changes that will help Brantley County take advantage of the opportunities to change previous development decisions in both pre- and post-disaster states.
3. Develop new, permanent, sustainable, and accessible housing that meet the needs of the community.
4. Determine appropriate placement of critical infrastructure and public facilities to meet community needs and promote resilience from future events.
5. Protect socially and economically vulnerable populations by ensuring a smooth transition of health and social services from short-term recovery operations to long-term redevelopment assistance.
6. Protect, restore, and preserve the unique ecosystems and historical assets of Brantley County to ensure successful redevelopment and citizens’ quality of life.
7. Re-establish tax revenues and other county income sources.

Figure 2-1: Brantley County community members identified their top priorities for recovery and redevelopment throughout all phases of an event.



Chapter III: Situation and Assumptions

Situation

Disaster recovery typically occurs in phases with initial efforts dedicated to helping those affected meet immediate needs for housing, food, and water. As homes and businesses are repaired, people return to work and communities continue with cleanup and rebuilding efforts. Depending on the magnitude of disaster, many government agencies, volunteer organizations, and private sector companies cooperate to provide assistance and support. Regardless of a disaster's size, some individuals, families, and communities will be hit harder than others. Long-term community recovery addresses these ongoing needs by taking a whole community, long-term view of critical recovery needs, and coordinating the mobilization of resources at the federal, state, county, and community levels, as required.

Assumptions

The following assumptions provide additional context regarding post-disaster recovery expectations:

1. Large and small-scale disasters will occur in Brantley County. The DRRP will be activated as a response to any disaster within the county requiring a long-term community recovery and redevelopment.
2. Activation of the DRRP assumes other response and short-term recovery operations are already underway guided by the National Response Framework (NRF) as well as the County's Emergency Operations Plan (EOP) and associated Emergency Support Functions (ESFs). Recovery activities may occur while response activities are still ongoing.
3. Volunteer organizations active in the county and in the surrounding area will implement disaster relief programs.
4. Local jurisdictions will have primary responsibility for recovery operations in their jurisdictions; county agencies and partners will provide support and expertise as needed county-wide. Prior to or concurrent with activation and implementation of the DRRP, local government emergency response and recovery plans will be activated, where relevant and appropriate.
5. Brantley County will coordinate with local jurisdictions following a the activation of the DRRP. County officials will also provide recovery support and coordination to county agencies, who will also be recovering from the major disaster.
6. The DRRP, in part, or in whole, can be activated during disaster conditions. The Board of Commissioners will decide when it becomes necessary to activate the DRRP. Recovery for some small disasters will not require the county's official activation of the DRRP but will still use it as guidance.
7. The DRRP is a flexible document designed to accommodate recovery from many types of disasters that have the potential to harm Brantley County.
8. Federal assistance may be required to effectively respond to and recover from a disaster. The President of the United States may declare a major disaster or emergency, and federal assistance may become available to supplement state and local operations. These recovery programs are detailed in Chapter V and will function concurrently.
9. State assistance may also be required to effectively respond to and recover from a disaster.
10. Brantley County will adopt the Georgia DRRP, which is based on the NDRF.
11. Additional assumptions may be added throughout the recovery planning process.

Chapter IV: Concepts of Operations

Overview

This plan provides a flexible and scalable framework for organization and decision making before, during and after all-hazards incidents causing a significant impact to infrastructure, housing, the economy, and the health, social, cultural, historic and environmental framework of the community. The DRRP has a myriad of potential options for implementation, depending on the scope and scale of an incident. The DRRP provides some tactical tools for the implementation of recovery programs following emergencies. It is a tool to help guide recovery and redevelopment throughout the entire process.

Transition from Response to Recovery

Recovery activities begin soon after a major incident occurs and they overlap with response activities. Some recovery activities should begin as soon as a disaster is anticipated, prior to its occurrence, to ensure an effective recovery. At some point in the response to a disaster, the emphasis of the activities shifts from response to recovery as the requirements to save lives, protect property, and protect public health and safety diminish.

Disaster operations vary based on the nature, scope, and complexity of the specific incident. Therefore, the timing of the transition from the response to initial recovery operations and then to long-term recovery and redevelopment will vary from incident to incident. During response and in the early stages of recovery, RSFs may be deployed while ESFs are still operational and the two may coexist until the ESFs fully demobilize.

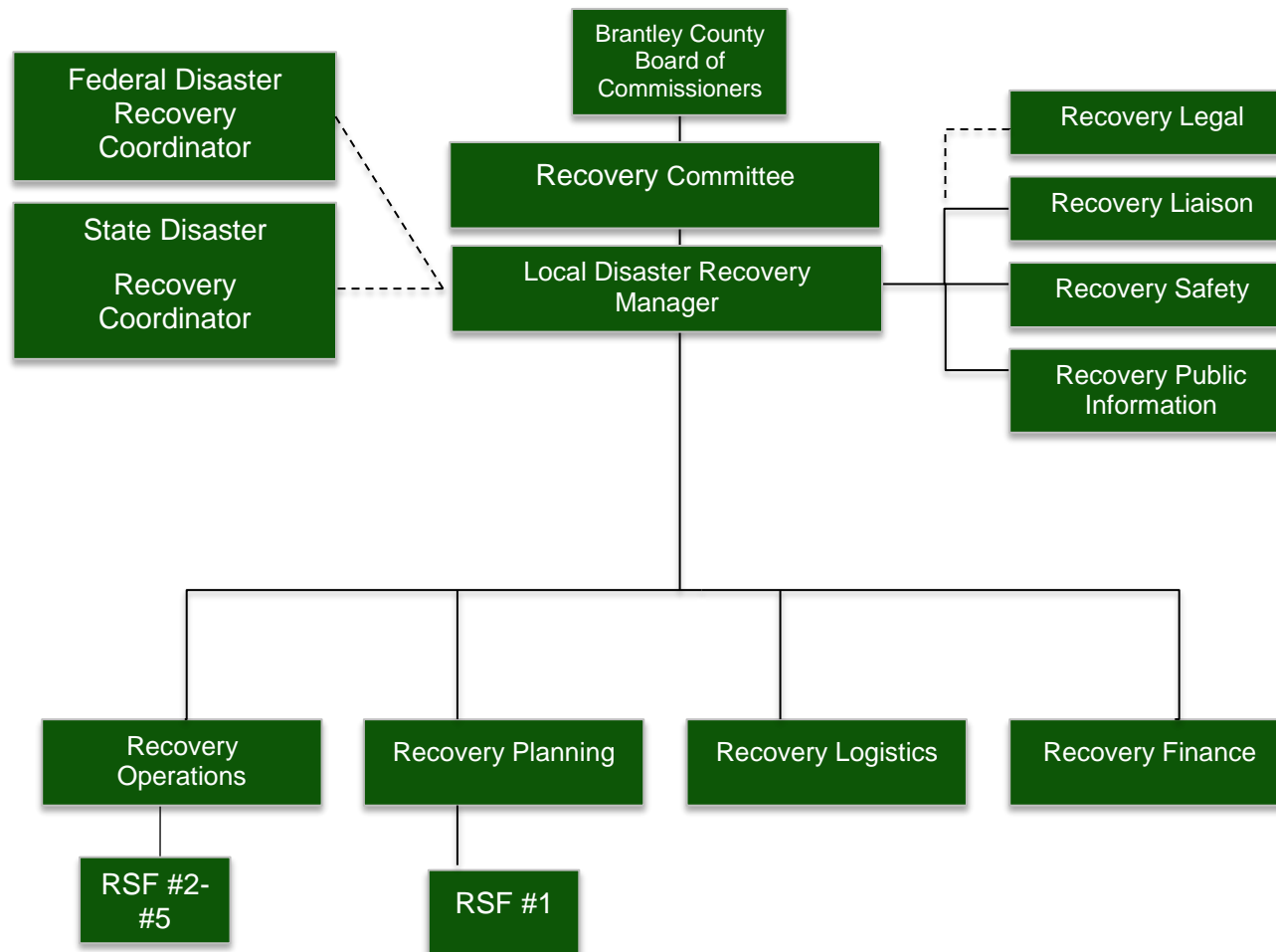
	Response	Short and Intermediate-Term Recovery	Long-Term Recovery and Redevelopment
Incident Contained	No	Mostly or Completely	Yes
Life Safety Issues	Yes	Contained	No
Overall Goals	Contain the incident to protect life-safety and property	Provide support to people and businesses impacted by the disaster	Restoration of services returning the community a pre-disaster, or better, condition
Duration After Incident	A few days, at most a few weeks	Days to Months	Months to years

Table 4-1: Transition from Response to Recovery

Recovery Organization

Figure 4-2 outlines the County's organizational structure for managing recovery. Modeled after the Incident Command Structure (ICS), the organization is meant to be scalable, and not all positions, sections, and groups will be activated for every event.

Figure 4-2: Recovery Organization in Brantley County



Recovery Committee

The Recovery Committee will help decide recovery activities, give policy guidance, and help determine priorities during the recovery process. The Recovery Committee should include people from both the public and private sector, and at a minimum should include the coordinating agency of each RSF (listed in order of RSFs): **RSF 1: Community Planning & Capacity Building** - Brantley County Emergency Management Agency, **RSF 2: Economic** - Brantley County Development Authority, **RSF 3: Health & Social Services** - Brantley County Emergency Medical Services, **RSF 4: Community Development, Planning & Housing** - Brantley County Planning Commission, **RSF 5: Infrastructure** - Brantley County Manager, **RSF 6: Natural & Cultural Resources** - Satilla Riverkeeper, and **RSF 7: Voluntary Organizations Active in Disasters** - Brantley County Firefighter's Association. Additionally, the committee will have members with relevant professional experience and expertise and include people that geographically represent areas impacted by the disaster. The Recovery Committee members are appointed by the Board of Commissioners.

Local Disaster Recovery Manager

The Local Disaster Recovery Manager (LDRM) serves as the lead for coordination and command of the county-wide recovery efforts. The LDRM will either be the County Manager or his designee. The LDRM will chair the Recovery Committee and request resources as necessary to support recovery efforts. The LDRM will work with *RSF-1: Community Planning and Capacity Building* to set the overall direction and objectives for recovery, review, and approve the plans for RSF-2 through RSF-7, and liaise with state and federal officials to identify additional resources necessary to support recovery operations. The LDRM serves as the primary point of contact for disaster recovery coordination and implementation with the State of Georgia and the Federal Government. The LDRM will liaise directly with the State Disaster Recovery Coordinator (SDRC) and the Federal Disaster Recovery Coordinator (FDRC).

Recovery Liaison Officer

The LDRM may choose to appoint a Recovery Liaison Officer (Liaison). The Liaison serves as a point of contact for agencies and organizations working with the County during recovery. The Liaison will provide logistical and communications support to coordinate within the County and among the supporting agencies, and recommend courses of action as necessary. At first, the LDRM will likely serve as the Liaison, though he or she may designate a separate Liaison as necessary. The Liaison, like the LDRM, must know the participating regional agencies and organizations that the Recovery Committee will coordinate with during recovery operations.

Recovery Legal Officer

The Recovery Legal Officer (Legal Officer) provides counsel to the Recovery Committee on any legal issues that may arise during recovery operations. The Legal Officer has the ability to develop special legislation or executive orders supporting the overall mission of the Recovery Committee. The Legal Officer will identify federal, State, County, and municipal ordinances, statues, or regulations that may impact Recovery Committee goals, objectives, or tactics. The Legal Officer also coordinates with the Recovery Public Information Officer (RPIO) to review Recovery Committee press releases and public statements for legal implications.

Recovery Safety Officer

The Recovery Safety Officer (Safety Officer) is responsible for monitoring and assessing hazardous and unsafe working situations, and developing methods for assuring personnel safety. This applies to staff assigned to the recovery organization, including those deployed from

external jurisdictions or private/non-profit organizations. The need for additional units under the command of the Safety Officer may be identified by the LDRM or the Safety Officer.

Recovery Public Information Officer

Upon activation of this plan, the LDRM may appoint a Recovery Public Information Officer (RPIO). The RPIO should have pre-established relationships with the media and community organizations that the recovery organization must communicate with during recovery. The RPIO serves as the official spokesperson for the county's recovery effort and is responsible for responding to media and general public inquiries regarding the recovery plan and its processes.

Recovery Operations Section

The Recovery Operations Section (Operations Section) oversees the execution of the RSF Plans. The Operations Section will facilitate the collection of resource needs necessary to implement approved recovery projects, and work to fulfill those requests with the Logistics Section and the Recovery Liaison or LDRM. The Operations Section will ensure approved projects are organized, and resource requests are streamlined. However, the day-to-day recovery project operations will be managed by specific agencies outlined in each RSF. Because the leaders of the Operations Section will be chosen from the Coordinating Agencies of the RSFs, depending on the size and scope of the disaster, the Recovery Committee may serve as the Operations Section.

Recovery Planning Section

The Recovery Planning Section (Planning Section) oversees the development of the post-disaster recovery plans. The Planning Section will collect, evaluate, and disseminate critical information about the incident to the LDRM, the Recovery Committee, County leadership, and the community. RSF-1 will serve as the Recovery Planning Section.

Recovery Logistics Section

The Recovery Logistics Section (Logistics Section) is responsible for requesting, tracking, and demobilizing support that comes in to facilitate recovery operations. This section will also order resources from outside sources. The Logistics Section provides facilities, transportation, supplies, equipment maintenance and fuel, food services, communications and information technology support, and other services or assets as needed. Depending on the size and scope of the disaster, the Recovery Committee may serve as the Recovery Logistics Section.

Recovery Finance Section

The Recovery Finance Section (Finance Section) is responsible for tracking and coordinating payment for recovery supplies and services. In addition, the Finance Section will keep expenditure records for federal recovery programs and track recovery staff time sheets. They will ensure that the County receives all federal recovery assistance and reimbursement for which it is eligible. This section is also responsible for coordinating the pursuit of funding from various federal grant and loan programs, and for managing undesignedated, unsolicited donations. Recovery Finance Section operations are detailed in Chapter V.

State Disaster Recovery Coordinator

The SDRC leads disaster recovery for the State. The SDRC will be assigned by the Director of Georgia Emergency Management Homeland Security Agency (GEMHSA). Depending on the severity of the incident and anticipated scope and duration of disaster recovery efforts, the State Coordinating Officer (SCO) may fulfill the SDRC role under the Robert T. Stafford Disaster Relief and Emergency Assistance Act

(Stafford Act). However, after large-scale disasters or catastrophic incidents, GEMHSA will appoint a separate position to ensure recovery activities are well managed while extended response and short-term recovery activities are ongoing.

Federal Disaster Recovery Coordinator

After a large-scale disaster or catastrophic incident where a federal role becomes necessary, a FDRC is appointed to facilitate disaster recovery coordination and collaboration between the federal, state, and local governments; the private sector; and voluntary, faith-based, and community organizations. The FDRC partners with and supports the LDRM and the SDRC to facilitate disaster recovery.

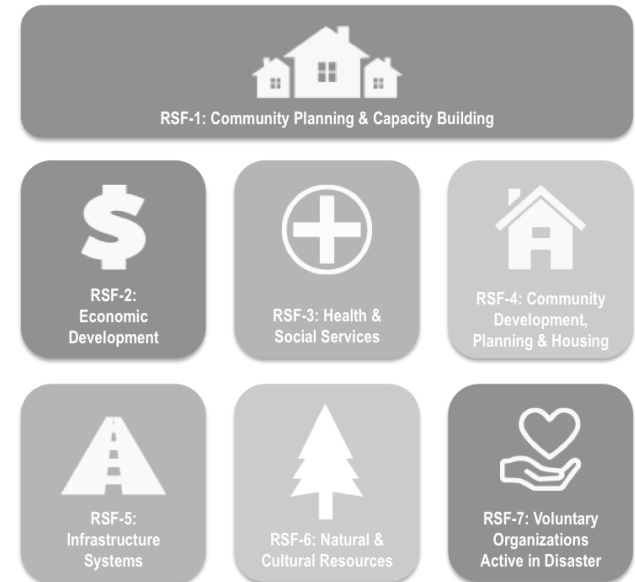
Recovery Support Functions

RSFs are the coordinating structures for key functional areas of recovery assistance. Some or all of the RSFs may be activated following a disaster incident. Their purpose is to support the local community by facilitating problem solving, improving access to resources, and fostering coordination between government agencies and community partners and stakeholders on issues vital to an effective recovery and redevelopment.

Each Brantley County RSF is composed of a coordinating agency and several supporting agencies. The coordinating agency provides leadership, coordination, and oversight for the RSF, and ensures coordination of support agencies. Support agencies provide specific capabilities or resources that support the coordinating agency in executing the objectives of the RSF. Brantley County's recovery organization includes the following RSFs:

Recovery Support Function 1: Disaster Recovery and Redevelopment Assistance Coordination and Planning

RSF-1 serves as the ICS equivalent of the Planning Section Chief. The Disaster Recovery and Redevelopment Assistance Coordination and Planning RSF coordinates public, private, and non-profit efforts to establish recovery priorities, adjudicate resources, and ensure buy-in from local leadership. In collaboration with the LDRM, RSF-1 will review and identify strategies to achieve community recovery objectives. RSF-1 will outline disaster-specific goals, objectives, tactics, authorities, and programs that can be leveraged to execute strategies following the disaster. RSF-1 will coordinate the resources and priorities of RSF-2 through RSF-7 to facilitate tactical recovery operations and ensure consistency with the DRRP. Additionally, RSF-1 supports the development of Recovery Action Plans from each of the other RSFs.



RSF-1 Agencies	Department / Entity
Coordinating Agency	Brantley County Emergency Management Agency
Supporting Agencies	Brantley County Development Authority Brantley County Emergency Medical Services (EMS) Brantley County Planning Commission Brantley County Manager Satilla Riverkeeper Brantley County Firefighter's Association Brantley County Sheriff's Office City of Hoboken City of Nahunta

[Recovery Support Function 2: Economic Development](#)

The Economic Development RSF, RSF-2, coordinates the public, private, and nonprofit efforts to develop and implement programs and policies to sustain, rebuild, and promote business and economic opportunities resulting in an economically resilient county. This includes coordinating the local efforts with the State of Georgia and relevant federal agencies.

RSF-2 Agencies	Department / Entity
Coordinating Agency	Brantley County Development Authority
Supporting Agencies	Bayview Nursing Home Brantley County Chamber of Commerce Brantley County Development Authority Brantley County Emergency Management Agency Brantley Telephone Company, Inc. Clyde Aldridge Insurance & Tax Services CSX Dixie Egg Company Georgia Department of Transportation (DOT) Georgia Power Frye Funeral Home Heritage Bank Marshland Federal Credit Union Okefenoke Rural Electric Membership Corporation (OREMC) Plum Creek Timber Company

	Satilla Riverkeeper Southeastern Bank Varnes Timber Company ZBLU Berry Farm
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Recovery Support Function 3: Health and Social Services

The Health and Social Services RSF, RSF-3, coordinates the public, private, and non-profit efforts to implement programs and policies ensuring adequate delivery of public health, social, education, and human services to individuals and households impacted by disasters. Recovery and redevelopment involves collaboration with emergency management and other community partners to develop efficient processes and advocate for the rebuilding of public health, medical, mental/behavioral, educational, and other social service systems to a level of functioning comparable to pre-incident levels and improved levels, where possible. In some cases, this may include providing services to individuals and households from neighboring jurisdictions displaced to Brantley County.

RSF-3 Agencies	Department / Entity
Coordinating Agency	Brantley County Emergency Medical Services (EMS)
Supporting Agencies	Bayview Nursing Home Bennett's Hometown Pharmacy Brantley Animal Rescue Coalition (BARC) Brantley County Emergency Management Agency Brantley County Health Department Brantley County School System Brantley Family Medicine Center Brantley County Sheriff's Office Camden Medical Center Concerted Services, Inc. Division of Family and Children Services (DFCS) Mayo Clinic Health System McKinney Medical Center Southeast Georgia Health System Southeast Health District Unison Behavioral Health Wayne Memorial Hospital

Recovery Support Function 4: Community Development, Planning, and Housing

The Community Development, Planning, and Housing Recovery Support Function, RSF-4, coordinates the public, private, and non-profit efforts to develop and implement programs and policies promoting, incentivizing, or directly providing for rehabilitation and reconstruction of destroyed and damaged housing, and/or the development of new permanent housing options while adhering to applicable housing laws and regulations. RSF-4 is also responsible for coordinating sheltering efforts during short-term recovery. For both sheltering and housing efforts, this includes coordinating efforts with the State of Georgia and relevant federal agencies.

RSF-4 Agencies	Department / Entity
Coordinating Agency	Brantley County Planning Commission
Supporting Agencies	Brantley County Code Enforcement Brantley County Emergency Management Agency Board of Education Clyde Aldridge Insurance & Tax Services Concerted Services, Inc. Division of Family and Children Services (DFCS) Housing Authority of the City of Nahunta Johns Realty Marshland Federal Credit Union Southeast and Coastal Georgia American Red Cross Southeast Health District

Recovery Support Function 5: Infrastructure Systems

The Infrastructure Systems RSF, RSF-5, coordinates the public, private, and nonprofit efforts to maintain and restore critical facilities, infrastructure systems, and related services. In the context of this plan, infrastructure systems refer to utilities, transportation, privately owned telecommunications and other communications, and debris management. This includes coordinating efforts with the State of Georgia, relevant Federal agencies, and key private sector partners.

RSF-5 Agencies	Department / Entity
Coordinating Agency	Brantley County Manager
Supporting Agencies	Advanced Disposal AT&T Brantley County Emergency Management Agency

	Brantley County Health Department Brantley Telephone Company, Inc. City of Hoboken City of Nahunta Georgia Department of Transportation (DOT) Okefenokee Rural Electric Membership Corporation Georgia Power MIDS, Inc. Satilla Rural Electric Membership Corporation (REMC)
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[Recovery Support Function 6: Natural and Cultural Resources](#)

The Natural and Cultural Resources RSF, RSF-6, coordinates the public, private, and non-profit sector efforts to address long-term environmental and cultural resource recovery and redevelopment needs after large-scale incidents. This includes coordinating efforts with the State of Georgia, relevant federal agencies, and key private sector partners.

RSF-6 Agencies	Department / Entity
Coordinating Agency	Satilla Riverkeeper
Supporting Agencies	Georgia Hunting and Fishing Cooperation Brantley County Emergency Management Agency Brantley Historical Society Brantley County Chamber of Commerce CSX Georgia Forestry Commission State of Georgia Division of Natural Resources UGA Extension Brantley County

[Recovery Support Function 7: Volunteer Organizations Active in Disasters \(VOAD\)](#)

The VOAD RSF, RSF-7, coordinates the delivery of scalable recovery assistance by community organizations, nongovernmental partners, and the private sector following disasters having a long-term impact to jurisdictions and populations.

RSF-7 Agencies	Department / Entity
Coordinating Agency	Brantley County Firefighter's Association
Supporting Agencies	Brantley County Emergency Management Agency GA Baptist Association HAM Radio Operators Hickox Baptist Hoboken Baptist Hunting & Fishing Clubs Nahunta Baptist Salvation Army Southeast and Coastal Georgia American Red Cross Southside Baptist Waynesville Baptist

Recovery and Redevelopment Operations

Recovery Operations are detailed within each RSF. However, in general, the County's recovery and redevelopment operations include:

Short and Intermediate-Term Recovery Operations

Short and Intermediate-Term Recovery Operations involve managing and containing immediate impacts of an event on community systems, thereby creating an environment where long-term recovery and redevelopment activities can begin. This involves returning individuals and families, critical infrastructure, and essential government and commercial services back to a functional state, but not necessarily a pre-disaster condition, and includes such activities as:

- Initial debris management
- Providing essential health and safety services
- Managing congregate sheltering or other temporary housing solutions, including transitioning individuals and households from shelters to temporary housing
- Return of medical patients to appropriate facilities in the area
- Returning displaced populations and pet
- Completing damage assessment
- Standing up Disaster Recovery Centers and
- Initial restoration of essential infrastructure

Long-Term Recovery and Redevelopment Operations

Long-Term Recovery and Redevelopment Operations may continue for months or up to several years. The goal underlying long-term recovery and redevelopment operations is the impacted community moving toward self-sufficiency, sustainability, and resiliency. These

operations involve returning individuals and families, critical infrastructure, and essential government or commercial services back to a functional self-sufficient state, but not necessarily a pre-disaster condition. Activities may include:

- Providing individual, family centered, and culturally appropriate case management
- Transitioning individuals and households to long-term, permanent housing solutions
- Returning displaced populations and businesses to the community and
- Providing job training and workforce assistance to populations in the county

Activation/Demobilization

The process of activating and demobilizing the RSFs is described below:

Activation

- Once aware that Brantley County communities are affected by a disaster that will require recovery and redevelopment, the Board of Commissioners will activate the Recovery Committee, who will determine whether to activate the DRRP. The Board of Commissioners will first ensure the immediate emergency situations are addressed as outlined in the EOP.
- As required, the DRRP may activate following the response phase of the incident or while response activities are still underway.
- Once the DRRP is activated, the LDRM and Recovery Committee may activate any or all of the RSFs to return the County to its pre-disaster condition or to its “new normal.” As this plan is scalable, some RSFs may be activated without an activation of the entire Recovery Plan following small disasters.
- Activate Recovery Ordinance (See Appendix III (page 97)).

Demobilization

- The LDRM, in coordination with the Recovery Committee, determines when to discontinue recovery operations and return to normal operations. This decision should be made considering the completion of long-term recovery and redevelopment operations.
- Some RSFs may demobilize before others based on the extent of the disaster.

Chapter V: Planning and Regulatory Gaps Needs Analysis

Planning and regulatory capacity is based on the implementation of plans, ordinances, and programs that demonstrate a local jurisdiction’s commitment to guiding and managing growth, development, and redevelopment in a responsible manner, while maintaining the general welfare of the community. It includes emergency response and mitigation planning, comprehensive land use planning, and transportation planning, in addition to the enforcement of zoning or subdivision ordinances and building codes that regulate how land is developed and structures are built, as well as protecting environmental, historic, and cultural resources in the community. Although some conflicts can arise, these planning initiatives generally present significant opportunities to integrate recovery and redevelopment principles and practices into the local decision making process.

The following table provides a summary of the relevant local plans, ordinances, and programs already in place or under development for Brantley County.

Plan	Completion Status of Plan (In Place, Under Development, Not Currently Addressed)
Disaster Recovery and Redevelopment Plan	Under development.
Disaster Redevelopment / Reconstruction Ordinance	
Comprehensive Land Use Plan	In place.
Floodplain Management Plan	
Flood Mitigation Plan	
Watershed Management Plan	
Open Space Plan	
Storm Water Management Plan	In place.
Comprehensive Water Management Plan	In place.
Natural Resource Protection Plan	
Flood Response Plan	
Emergency Operations Plan	In place.
Continuity of Operations Plan	Not currently addressed. (Under discussion.)
Service Delivery Strategy Plan	In place.

Evacuation Plan	
Hazard Mitigation Plan	In place.
Disaster Resiliency Plan	
Capital Improvements Plan	Not currently addressed.
Economic Development Plan	
Historic Preservation Plan	
Zoning Ordinance	Not currently addressed.
Subdivision ordinance	In place.
Land Development Code	
Building Code	In place.
Comprehensive Plan	In place.

Table 5-1: County Level Plans Applicable to Redevelopment

Chapter VI: Financing Recovery and Redevelopment

Introduction

This chapter serves to identify a range of actions specific to financing recovery from incidents that have a long-term impact to Brantley County. The Recovery Finance Section provides partners, nongovernmental organizations, and community organizations with financial guidance necessary to support long-term recovery activities in the aftermath of a disaster or emergency that results in a long-term impact to the community.

Available Financing

Understanding the available tools and programs by which pre and post-disaster planning issues can expedite a resilient recovery and redevelopment. These financing programs include:

- Local Reserves and Insurance
- State and Federal Resources, Grants, and Loans
- Commercial Loans for residents and individuals
- Pre-Established Recovery Contracts
- Private, Non Profit, and Other Resources
- Lease-Purchase Financing for Local Government
- Tax Anticipation Notes for Local Government

Local Reserves, Credit, and Insurance

Establishing reserve funds and maintaining a sound credit rating are important considerations for post disaster planning. Reserve funds will allow the county to borrow from itself to finance operations and rebuild critical facilities until federal reimbursement funds begin to come in. FEMA's Public Assistance program requires that local governments first pay for critical facility and infrastructure repairs before they can be reimbursed for those expenses. If establishing a healthy local reserve for this contingency is not a viable option, the county may want to explore other options for funding post disaster expenditures (i.e., tax anticipation credits).

The insurance industry, also, has a significant role in post disaster redevelopment. Local businesses and residents rely on the funds made available from private insurance companies. Working with private insurance companies to process and fund claims can be a cumbersome and difficult experience.

Homeowners often do not realize they are underinsured and do not have appropriate coverage until a disaster has occurred and it is too late.

Additionally, many residents will not be able to rebuild or relocate within the County without government assistance. The FEMA Individual Assistance program and Small Business Administration loans can provide various forms of assistance, but understanding the process and eligibility requirements can be challenging.

Federal Resources, Grants, and Loans

Funding for recovery and redevelopment projects are available both before and after a disaster occurs. Regardless of the type or quantity of resources considered for a project, it is important to identify all of the potential resources, programs, and stakeholders that may be applicable for use in the post-disaster planning process. Proactive partnering with these funding organizations will provide Brantley County staff with an understanding of the organization's policies, timelines, funding uses and restrictions, types of aid, and recipient and project eligibility.

Many funding programs may have local match requirements, which can include in-kind services. In certain cases, funding organizations might allow waivers of certain criteria or allow creative financing solutions depending on the type or magnitude of the disaster, so it is recommended to ascertain whether these options exist.

There are numerous sources for governmental and non-governmental disaster relief programs and private donations that can support post disaster redevelopment. For example, **Appendix II** (page 51) lists available Federal Fiscal Resources.

Brantley County staff should continue to familiarize themselves with and pursue potential funding programs, organizations and requirements. The County should also keep in mind existing staff levels and capabilities and remember that depending on the workload faced following a disaster, extra staff may be needed to help manage grants or loans once received.

Commercial Financing

In addition to the various potential funding sources described above, the County may need to pursue tax anticipation notes, lease/purchase financing, and bond issues to cover all of the disaster costs. These are most often provided through local banks and/or credit unions that have a local stake in the community. Brantley County should consider working with the local banking industry to explore different ways they can work together to further recovery activities following a disaster.

One of the types of assistance that private banks within the County could provide to local businesses following a disaster is the bridge loan program. Bridge loans are short-term loans that can be used for a variety of purposes, but the primary purpose of these loans in a post disaster environment would be to help local businesses recover from the disaster until local businesses could secure a more permanent source of financing.

Pre-Established Recovery Contracts

Pre-established contracts are helpful for expediting the goods and services needed for post disaster recovery. These contracts are more readily executed since they have already been reviewed and approved by Brantley County leadership. Although FEMA will reimburse local governments for emergency contracts, reimbursements are typically limited to services provided within the first 72 hours of work. There are cases when sole source contracts are utilized, but there are special requirements that must be adhered to per the Code of Federal Regulations (CFR) Section 13.36.

Private, Non Profit, and Other Resources

Non-profit organizations and private foundations are potential resources for funding and other partnerships. The Trust for Public Land, Habitat for Humanity, and community foundations are examples of project partners.

Public and private colleges or universities can be valuable resources for projects. Depending on the project, timing, and location, these organizations could provide technical assistance, project management, funding, research, and project development.

Following a major disaster, Brantley County may become inundated with donations from private entities and non-profit organizations. The Recovery Finance Section will manage these donations.

Finance Operations

Pre-Event and Preparedness

The following describes objectives to be addressed by the entities that comprise Recovery Finance Section prior to a disaster. Some of the objectives identified below may be singular actions, while others should be continuously addressed to ensure the county's recovery preparedness.

Understand federal recovery funding and financing resources. The various sources available to facilitate recovery will vary depending on the type and severity of the incident. In the State of Georgia, the Governor must declare a State of Emergency through an Executive Order in order for impacted counties and jurisdictions to be eligible for funding from both the State and Federal governments. Once a State of Emergency has been declared, funding through the Federal Government may become available if a Presidential Disaster Declaration is made for the state and impacted counties and jurisdictions.

Identify recovery partnerships. Non-governmental organizations are key to facilitating individual and community recovery. Based on the needs of the incident and the populations impacted, community recovery partners should be identified to participate in the community recovery planning process – both as a partner to the activated RSFs as well as potentially participating in the Recovery Finance Section. Key partners may also include corporations or businesses actively involved in the community or other “champions” who may have a vested interest in a project or specific recovery activity.

Short- and Intermediate-Term Recovery

The following short-term recovery objectives must be addressed as quickly as possible after the activation plan and will likely meet pressing unmet needs of county residents and businesses (excluding immediate life-safety and property-protection objectives). In some cases, objectives identified below may describe elements of functional continuity with response operations identified in the County Emergency Operations Plan (EOP). Therefore, the objectives listed below may begin during the response phase and transition into short-term recovery.

Objectives described below will be the continued responsibility of the Recovery Finance Section into long-term recovery and redevelopment, if necessary.

Coordinate with Recovery Support Functions. While incident-specific recovery planning will occur with RSF-2 through RSF-7, the Recovery Finance Section plays a key role in recovery planning by helping set the financial framework and prioritizing funding opportunities both within and among the Functions.

Manage undesignated, unsolicited monetary donations. Unsolicited donations are common after a major disaster. The Recovery Finance Section is responsible for managing these funds.

Prepare a community recovery funding strategy. After identifying objectives and goals for recovery, funding sources should be considered during the process of selecting recovery projects. Sources of funding may include:

- Insurance
- Public Agencies (local, state, federal)
- Non-Profit Organizations
- Private Foundations
- Other organizations or entities

If a disaster declaration is made for the event, federal recovery programs may provide funding for the restoration of certain facilities and infrastructure. As a part of the development of funding strategies for projects, RSF-1 will establish timelines, project milestones, and expectations to ensure projects meet community needs.

[Long-term Recovery and Redevelopment](#)

The following long-term recovery and redevelopment objectives are characterized by operations that may provide sustained temporary measures to bridge the gap into permanent solutions, return life to normal or an improved state, or otherwise support the objectives of the Recovery Committee and RSF-1. Objectives described above will be the continued responsibility of this Recovery Finance Section into long-term recovery and redevelopment, if necessary.

Ensure Implementation of Recovery Plans is consistent with Federal and State Reimbursement Guidelines. As the coordinating entity for recovery planning in Brantley County, the Recovery Finance Section will ensure that incident-specific plans and projects developed by RSF-2 through RSF-7 are consistent with federal and state guidelines and standards for recovery financial reimbursement. Post-event guidance will vary, depending on the impact of the incident in the community and the geographic extent of the event.

Tracking Finances Between and Among Recovery Support Functions. Funding resources, personnel, and in some cases the material necessary for a community to recover will be limited following an event. One key role of the Recovery Finance Section will be to track finances between and among the RSFs. Projects that use FEMA Public Assistance funding, for example, must adhere to specific program requirements, which means that repair of some facilities may need to wait for funding to become available. The Recovery Finance Section should track costs, funding streams, donations, and time allocated to recovery projects. In-kind donations and volunteer time should also be tracked.

Manage undesignated, unsolicited monetary donations. Unsolicited donations are common after a major disaster. The Recovery Finance Section is responsible for the continued management of these funds.

Monitor long-term funding. Over the long-term, the Recovery Finance Section will be responsible for the oversight of monitoring funding for disaster recovery operations (including, if required, monitoring any contracting support leveraged to manage recovery funding). This includes reviewing reimbursement from eligible activities, tracking projects, ensuring match requirements are met, and monitoring the expenditures for recovery through the RSFs.

Chapter VII: Plan Management and Maintenance

Brantley County has the overall responsibility for emergency planning and coordination of county resources in emergency operations, including recovery. Each department/agency with a designated recovery role is responsible for the development and maintenance of appropriate planning documents addressing responsibilities assigned in this plan including, but not be limited to: Standard Operating Procedures (SOP), implementing procedures, and/or operational guidelines.

Brantley County EMA is responsible for the coordination of pre-disaster DRRP activities. These include developing, coordinating, and maintaining the DRRP. Supporting agencies will assist Brantley County in planning and execution. Coordination with all supporting and other appropriate departments/agencies and organizations will be performed to ensure operational readiness.

The DRRP and supporting documents will be reviewed and updated annually (or as required) to incorporate new directives and changes based on lessons learned from exercises and actual events.

Any department or agency with assigned responsibilities within the DRRP may propose a change to the Plan. Brantley County EMA is responsible for coordinating proposed modifications to the DRRP with Coordinating Agencies, Support Agencies, and other stakeholders. Brantley County EMA will coordinate review and approval for proposed modifications as required.

After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, Brantley County will issue an official Notice of Change. The notice will specify the date, number, subject, purpose, background, and action required, and provide the change language on one or more numbered and dated insert pages replacing the modified pages in the DRRP. Once published, the modifications will be considered part of the DRRP for operational purposes pending a formal revision and re-issuance of the entire document.

Appendix I: Acronyms

ADA	Americans with Disabilities Act
ATC	Applied Technology Council
CAP-SSSE	Community Assistance Program – State Support Services Element
CBO	Community Based Organization
CDBG	Community Development Block Grants
CDL	Community Disaster Loan
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
COOP	Continuity of Operations
DFIRM	Digital Flood Insurance Rate Map
DNR	Department of Natural Resources; Georgia Department of Natural Resources
DRC	Disaster Recovery Center
DRRP	Disaster Recovery and Redevelopment Plan
DOL	Department of Labor (For DOL NEG, see NEG)
DOT	Department of Transportation
EIDL	Economic Injury Disaster Loans
EMA	Emergency Management Agency; Brantley County Emergency Management Agency
EMPA	Emergency Management Program Assistance
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency

ESA	Endangered Species Act
ESF	Emergency Support Function
ESG	Emergency Shelter Grants
FDRC	Federal Disaster Recovery Coordinator
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FIRM	Flood Insurance Rate Map
FMA	Flood Mitigation Assistance
FTA	Federal Transit Administration
GEMHSA	Georgia Emergency Management Homeland Security Agency
HMGP	Hazard Mitigation Grant Program
HUD	Department of Housing and Urban Development
ICS	Incident Command System
LDRM	Local Disaster Recovery Manager
LHMP	Local Hazard Mitigation Plan
NDRF	National Disaster Recovery Framework
NEG	National Emergency Grants
NEPA	National Environmental Policy Act
NFIP	National Flood Insurance Program
NHPA	National Historic Preservation Act
NIMS	National Incident Management System
NRCS	Natural Resources Conservation Service
NRF	National Response Framework

OSHA	Occupational Safety and Health Administration
PA	Public Assistance
PDM	Pre-Disaster Mitigation
PNP	Private Nonprofit Organization
PWIP	Public Works Impact Projects
RPC	Recovery Planning Committee
RSF	Recovery Support Function
RPIO	Recovery Public Information Officer
SARA	Superfund Amendment and Reauthorization Act
SBA	Small Business Administration
SCO	State Coordinating Office
SDRC	State Disaster Recovery Coordinator
SOP	Standard Operating Procedures
SRL	Severe Repetitive Loss Grant
VOAD	Volunteer Organizations Active in Disasters

Appendix II: Brantley County Hazard Profile

The following risks and hazards are summarized from a risk analysis completed by the Georgia Department of Natural Resources (Georgia DNR) partnered with The Polis Center in 2015 for the County.

Probability and Vulnerability Scoring Methodology	
Probability*	
<i>*The probability score addresses the likelihood of a future major emergency or disaster within a specific period of time.</i>	
High Probability: One incident likely within a 10 to 35-year period.	Moderate Probability: One incident likely within a 35 to 75-year period.
Low Probability: One incident likely within a 75 to 100-year period.	
Vulnerability**	
<i>**The vulnerability scores address the percentage of population or regional assets likely to be affected by a major emergency or disaster.</i>	
High Vulnerability: More than 10% affected.	Moderate Vulnerability: 1-10% affected.
Low Vulnerability: Less than 1% affected.	
Hazard: Coastal Storms/Hurricanes	
Summary	Coastal storm systems are characterized by heavy rains, gale force winds, and the potential for spawning tornadoes. Coastal storms can cause increases in tidal elevations (storm surge), wind speed, and erosion.
Impacts	Impacts of coastal storms and hurricanes vary by the magnitude and severity of the recorded storm. At the low end of the impact scale is a small tropical storm with the potential for wind damage to trees. A more dangerous Category 5 storm could result in loss of business, possible injuries and loss of human life, costly expense to government for recovery, environmental damage, as well as equipment and building damage.
Location of Hazard	All structures and facilities within Brantley County are vulnerable to being damaged by a coastal storm.
Previous Occurrences of the Hazard within Brantley County	In 2005, Tropical Storm Tammy resulted in more than \$198,000,000 in damages; 400 miles of roads were closed and 264 homes were damaged and/or destroyed.
Community's Probability of a Future Event*	Moderate – High.
Community's Vulnerability to a Future Hazard Event**	High. Existing buildings in the coastal storm hazard area (assuming 100% damage) may number 39,084 residential, commercial, agricultural, and nonprofit buildings, as well as 42 critical facilities.

Hazard: Drought	
Summary	Drought is a result of lack of rain over an extended period of time (usually a season or more) that leads to dry weather, wildfires, and poor growing conditions for crops and poses challenge to water availability.
Impacts	The loss to agriculture/forestry land has the potential to impact 73 farms in 13,141 acres with a market value of \$5,341,000. The population of Brantley County would also suffer if drought conditions were to become so extreme as to affect water supply or inhibit agricultural production and growth in the County.
Location of Hazard	All of Brantley County could be affected by droughts.
Previous Occurrences of the Hazard within Brantley County	In 2002 the United States Department of Agriculture issued an Emergency Disaster Declaration based on drought conditions beginning in January 2002.
Community's Probability of a Future Event*	Moderate - High. All jurisdictions in Brantley County can expect a drought frequency of 8.33 % in any given year.
Community's Vulnerability to a Future Hazard Event**	High. 100% of agricultural structures will be affected.
Hazard: Extreme Heat	
Summary	Every year, heat kills by taxing the human body beyond its abilities. In Brantley County extreme heat is a hazard qualified by temperatures that hover 10 degrees or more above the average high temperature for that time of year.
Impacts	Extreme heat is a direct threat to income as it can also lead to loss of crops and farm animals. As for humans, the most vulnerable are the elderly and low-income individuals.
Location of Hazard	Countywide
Previous Occurrences of the Hazard within Brantley County	An intense heat wave in 2006 began August 1 st and lasted through the 5 th . Heat advisories and excessive heat warnings were issued throughout this period. During the peak afternoon hours, heat indexes across the region averaged between 105 and 115 degrees.
Community's Probability of a Future Event*	Moderate. An extreme heat event has a 10% chance of occurring each year. However, only six events of extreme heat have been recorded since the fifties with one fatality counted.
Community's Vulnerability to a Future Hazard Event**	High. 50% of people in Brantley County are at risk to suffering from extreme heat conditions.

Hazard: Flooding	
Summary	Flooding occurs during prolonged rainfall or intense rainfall over a short period of time; rivers overflow the banks; severe thunderstorms bring heavy rain the spring and summer; coastal storms and hurricanes are a constant threat to coastal areas in the summer and fall months. Brantley County is vulnerable to both sea and riverine flooding. Overflowing of the Satilla River is a common contributor to property damages and loss.
Impacts	Damages to property. With flooding, Emergency Services personnel cannot reach residents on the roads. An estimate of potential losses is 19,597 structures at a value of \$413,731,373.
Location of Hazard	Specific flood zones. Along the banks of the Satilla River.
Previous Occurrences of the Hazard within Brantley County	According to research done by the Brantley County Joint Hazard Mitigation Planning Committee flooding has occurred many times in the past 200 years. <ul style="list-style-type: none"> • During Tropical Storm Tammy in October 2005, the cities and county suffered much road damage, 400 miles of roads were closed and 264 homes were damaged or destroyed. Estimated damages from this event totaled more than \$198,000,000. • Flooding in April 2009 left 275 homes eligible for Individual Assistance (IA) from the federal government.
Community's Probability of a Future Event*	High. Brantley County can expect a flood event frequency of 15% in any given year.
Community's Vulnerability to a Future Hazard Event**	Moderate - High. 100% of structures and people in Brantley County will be affected. 58% of structures and people in Nahunta, GA will be affected. 14% of structures and 1% of people in Hoboken, GA will be affected.
Hazard: Hailstorms	
Summary	Hailstorms occur when hail is formed during thunderstorms in extremely cold temperatures in the atmosphere.
Impacts	Hailstones are known to cause damage to homes and cars and can be deadly to livestock and people.
Location of Hazard	Countywide
Previous Occurrences of the Hazard within Brantley County	Of the 26 recorded hailstorms in the 59 year recorded storm history, 30 events occurred in the past ten years which is a major concern.
Community's Probability of a Future Event*	High. Brantley can expect a hailstorm frequency of 58.33 % in any given year.

Community's Vulnerability to a Future Hazard Event**	High. 100% of Brantley County is vulnerable to severe hailstorms.
Hazard: Winter Storms	
Summary	Winter storms bring freezing temperatures, precipitation in the form of ice or sleet, high winds, or lightening. A primary concern is the potential for power outages that can knock out power and heat for several days and heavy snowfall that has the potential to immobilize an entire region.
Impacts	Winter storms can lead to an accumulation of ice and devastation to trees and power lines. Roadways become hazardous making transportation difficult which can make it difficult for Emergency Services personnel to reach people in an emergency. Lightening can create spontaneous fires, power outages, and deaths.
Location of Hazard	Countywide. Brantley County acknowledges that vulnerable populations, defined as non-English speaking persons or elderly persons who may require special medical care, are at a higher risk than the rest of the population. The vulnerable populations in Brantley County make up 25% of the population and are considered very low income. They reside in the Burton Street Housing Project in Nahunta, the Satilla Pines area of Nahunta, the residents of Bayview Nursing home, persons living in Bohannon's Trailer Park, Paradise Park, and Satilla Estates.
Previous Occurrences of the Hazard within Brantley County	In March 1993 a storm that is commonly referred to as the Storm of the Century swept through the County causing considerable damage. The County suffered from the loss of tobacco beds and blueberry crops and power was out for a week.
Community's Probability of a Future Event*	High.
Community's Vulnerability to a Future Hazard Event**	High. A severe storm could affect 25% of the population in the County.

Hazard: Tornado/Windstorms	
Summary	A tornado is a violently rotating column of air extending from a thunderstorm to the ground. The most violent tornadoes are capable of tremendous destruction with wind speeds of 250 miles per hour or more.
Impacts	Tornadoes can create damage paths 1-mile-wide and 50-miles-long. The impacts of the potential hazard range from light environmental damages to loss of human life and costly property damages.
Location of Hazard	Countywide

Previous Occurrences of the Hazard within Brantley County	<ul style="list-style-type: none"> • An EF2 tornado 1/13/1963 caused \$25,000 in property damage countywide. • An EF1 tornado on 4/13/1979 had \$25,000 in property damage countywide. • An F-1 tornado on 10/11/1990 had \$250,000 in property damage countywide. • An F-0 tornado on 12/124/2002 had no property damage listed. • An F-0 tornado on 6/21/2004 had no property damage listed in Hoboken.
Community's Probability of a Future Event*	Low - Moderate. Brantley County Brantley County has suffered major damage by seven tornadoes in the last 60 years. However, the probability of a thunderstorm is High with a frequency chance of greater than 100% in any given year.
Community's Vulnerability to a Future Hazard Event**	High. 100% of Brantley County is vulnerable to windstorms, thunderstorms, and tornadoes.
Hazard: Wildfire	
Summary	Uncontrollable fire spreading through vegetative fuels, exposing and possibly consuming structures. Wildfires often begin unnoticed and spread quickly and are usually signaled by dense smoke that fills the area for miles.
Impacts	Wildfires are particularly dangerous in Brantley County because much of the County is forestland, a mass contributor to the local economy. Wildfire not only threatens the structures within the county, critical facilities included, but also the health and safety of county residents as well as the workforce.
Location of Hazard	All areas of Brantley County can be negatively impacted by wildfire.
Previous Occurrences of the Hazard within Brantley County	Brantley County has a history of wildfires with more than 1,541 wildfire events in the past sixteen years.
Community's Probability of a Future Event*	High. There is an average of 72 fires per year in Brantley County according to Georgia Forestry.
Community's Vulnerability to a Future Hazard Event**	High. 100% of Brantley County assets are vulnerable to fire potentially impacting 39,084 structures at an estimated dollar value of \$705,154,834.

Appendix III: Disaster Recovery Centers

Purpose

This guide was developed with the cooperation of local, state, federal, and non-profit partners. It is provided as a reference to assist in the development of one or more resource centers known as local Disaster Recovery Centers (DRCs). This guide may be used as a tool for decision makers when establishing a DRC. This guide may also be incorporated into disaster recovery planning activities such as exercises, drills, and training.

For consistency and clarity, this guide is designed to reflect five functions of the National Incident Management System (NIMS) and Incident Command System (ICS). They are:

- Command
- Planning
- Operations
- Logistics
- Finance/Administration

This is a systems approach that provides common terminology, unity of command, and integrated communications.

This guide is structured into function-specific checklists for DRC activities.

DRC Overview

Description

The DRC is normally staffed and supported by local, state, and federal agencies, as well as non-profit and voluntary organizations. The DRC provides a single facility at which individuals, families, and businesses can access available disaster assistance programs and services.

DRCs have proven to significantly contribute to a streamlined recovery process and have been field-tested in numerous disasters and emergency events.

Mission

To assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency.

DRC Participation

Introduction

An effective DRC requires the coordination, cooperation, and participation of local, state, and federal agencies, as well as non-profit and voluntary organizations. Although private vendors can be beneficial to a community's recovery, vendor participation should be conducted outside of the DRC.

Local Government

Local government officials are responsible for assessing the need for and the establishment of a DRC. Implementation of a DRC should be in coordination with the Georgia Emergency Management Homeland Security Agency (GEMHSA). The local government is also responsible for coordinating the participation of local government agencies, volunteers, community-based (CBOs) and private nonprofit (PNPs) organizations.

State Agencies

GEMHSA is responsible for coordinating the participation of state and federal agencies in a DRC and providing a GEMHSA Liaison. In cooperation with local government, GEMHSA will work with the local government to identify the appropriate number and location(s) of DRCs to be established based on disaster-specific criteria.

Federal Agencies

GEMHSA will also coordinate the participation of any federal agency at a DRC. Examples of federal agency participation may include the Federal Emergency Management Agency (FEMA), U.S. Small Business Administration (SBA), etc.

PNPs, CBOs, and Volunteer Organizations

PNPs, CBOs, and Voluntary Organizations provide a myriad of services to individuals and families and often work together to help address the unmet needs of disaster survivors. The benefit of co-locating these organizations with governmental agencies is to provide individuals and families with as many resources as possible in a centralized location.

Operational Roles and Responsibilities

Manager

The DRC Manager is appointed by GEMHSA and is responsible for the implementation of the day-to-day operations of management, planning, operations, logistics, and finance/administration.

In the event of multiple DRCs, the DRC Managers may periodically consult with each other.

GEMHSA Liaison

The GEMHSA Liaison is appointed by GEMHSA and will work in partnership with the DRC Manager to help make the DRC successful. Duties may include:

- Coordinating and making recommendations regarding the layout of the DRC and where state and federal agencies will be stationed
- Identifying and coordinating with the DRC Manager to ensure the appropriate number of outlets and/or extension cords, telephone/fax lines, copy machines, printers, internet access to accommodate program providers are set up
- Identifying and coordinating with the DRC Manager to ensure there are signs for State and Federal Agency participant's stations
- Coordinating and making recommendations to ensure adequate signage is placed outside the DRC to easily identify the center for disaster survivors

- Coordinates with the DRC Manager to ensure adequate notifications and announcements have been made to the public announcing the DRC opening
- Coordinates with the DRC Manager to obtain daily intake client counts. Pre-identifies with the DRC Manager if they plan to prepare their counts by households or individuals
- Communicate state agency participation to DRC Manager
- Communicates state agency daily counts to DRC Manager
- Coordinates with the DRC Manager a briefing and debriefing for DRC participants
- Participates in After Action activities
- Communicates any needs to GEMHSA
- Assisting the County Administrator and/or City Manager with “Letters of Appreciation” for all DRC participants

Operating Principles

DRC Principles

The DRC Manager, the GEMHSA Liaison, and DRC supporting agencies shall strive to operate each DRC in accordance with the following principles:

- **Mission-Focused:** The day-to-day operations will be consistent with the DRC mission
- **Scalability:** Develop DRCs that can rapidly and effectively size up or down to meet requirements of the local community
- **Standardization:** DRCs will be consistently structured and operated throughout the state
- **Accountability:** DRCs receiving federal and/or state funding may be subject to audit
- **Interoperability:** Technological systems and tools must be able to operate on different platforms by different agencies represented in the DRC

Command

General Activities

The Command functional activities provide for overall guidance, decision-making, and supervision of DRC operations. Command functional activities ensure that all operations are in accordance with the DRC mission.

Functional activities to be considered:

- Conducting regular meetings
- Conducting change of shift briefings as necessary
- Ensuring media coordinator participates in all phases of DRC operations to ensure the public is kept informed
- Coordinating DRC closure information with media coordinator as soon as DRC closure date is known

Staffing

Functional activities to be considered:

- Ensuring representation of appropriate agencies. Providing adequate training of specific duties to DRC participants, such as intake staff
- Providing multi-lingual capabilities, as necessary
- Ensuring adequate staffing of main telephone and reception, if applicable at the DRC

Health and Safety

Functional activities to be considered:

- Ensuring sufficient number of DRC participants are trained in CPR and first aid
- Ensuring first aid kits and fire extinguishers are on-site
- Ensuring the facility has a completed fire inspection certification and site safety plan on record
- Ensuring that Worker's Compensation information is provided to DRC participants
- Assessing facility for any potential safety hazards and available emergency exits
- Ensuring availability of crisis counseling and/or stress debriefing for DRC participants as needed

Security

Functional activities to be considered:

- Providing a safe environment for clients and DRC participants during normal operations and after hours by coordinating security operations with local law enforcement
- Providing locking mechanisms for doors, computer systems, files, etc.

Media

Functional activities to be considered:

- Facilitating public awareness of the opening and closing of the DRC
- Ensuring responses to press inquiries are coordinated in accordance with media procedures
- Facilitating DRC visits of elected officials and the press
- Regularly evaluating public announcements and media releases
- Including local, state, and federal government public information representatives in appropriate internal briefings
- Coordinating with DRC Manager to identify any public information issues or media needs
- Coordinating DRC closure information with DRC Manager as soon as DRC closure date is known

Planning

General Activities

The activities of the Planning function are performed by the local government and GEMHSA. This includes initial planning, hours, location, etc. The DRC Manager will facilitate these plans and in coordination with the GEMHSA Liaison, keep all DRC participants updated.

Deactivation

Functional activities to be considered:

- Returning all local supplies, furniture, equipment, etc. to appropriate agencies
- Ensuring facility cleanup
- Ensuring facility owner is satisfied with condition of facility post-DRC operation through written agreement

Operational Review

Functional activities to be considered:

- Planning and facilitating final debriefing session with all DRC participants, including a review of operational pros and cons
- The DRC Manager and the GEMHSA Liaison will coordinate to determine the need for stress debriefing for DRC participants
- Facilitating stress debriefing with local mental health officials, if necessary
- Preparing and distributing a report to all participating agencies and organizations. The report should document successful operational procedures and any identified issues that require resolution before a future DRC operation

Operations

General Activities

The DRC Manager, the GEMHSA Liaison, and all DRC participants are responsible for the day-to-day operational activities of providing information and referrals to clients affected by a disaster.

Outreach

Functional activities to be considered:

- Establishing and staffing an Intake/Reception Desk to assist incoming clients with resource information
- Distributing and collecting an Intake Survey Form developed by local government specific to the disaster
- Distributing local jurisdiction agency information/handouts through the Intake/ Reception Desk
- Maintaining local, geographic maps depicting disaster impact area
- Compiling and analyzing visitor intake information as outreach tool to identify target areas for additional outreach activities
- Outreaching to impacted communities to communicate details of the DRC

Client Appointment System

After any disaster, there is always the potential for DRC operations to become overwhelmed by the numbers of potential clients. This is especially true during the initial days of the operation. Consideration should be given to establishing a client appointment system to provide the orderly and timely use of DRC resources. In past operations, an appointment system has been successfully implemented to run concurrently with normal DRC operations.

Data Collection

Functional activities to be considered:

- Compiling DRC service statistics in cooperation with the GEMHSA Liaison and program providers (e.g. how many people served, what programs were provided, etc.)
- Analyzing daily DRC statistics to assist DRC Manager and GEMHSA in decision-making and advance planning
- Using the following forms that may be modified for specific DRC needs. These examples contain the elements that have been found useful for data collection purposes:
 - **Client Sign-in Sheet (Attachment A).** This form to be used at the reception area; information to be used for client triage and incorporated into the Daily Client Summary
 - **Triage: Client Routing Form (Attachment B).** This form is completed by the registrar to route the clients to appropriate DRC participants. Each DRC participant may suggest additional stations
 - **Daily Client Summary (Attachment C).** This form assists in determining trends in client flow, hours of operation and necessary schedule changes. The information for this form is obtained from the Client Sign-in Sheet
 - **Station Tally (Attachment D).** This form is used by DRC participants to track the number of clients interviewed and served. This information is incorporated into the Station Tally Summary
 - **Weekly Station Summary (Attachment E).** This form assists in determining trends in client flow. The information for this form is obtained from the Station Tally forms
 - **Client Damage Survey (Attachment F).** This form is a sample and can be revised specific to the event. It may be used to glean information from clients visiting the DRC to identify potential unmet needs. If the client agrees this information can be shared with long term recovery committees to address unmet needs once the DRC closes

Exit Interview

An Exit Interview Form should be developed for distribution to clients. The information may be used to identify specific target areas, systems improvements, etc. The data collected may be used for future planning.

Exit interviews may be conducted to ensure that each DRC client has received necessary and appropriate information and referrals. The Client Routing Form (**Attachment B**) can be used as a basis for this interview. The interview is designed to capture the client's satisfaction of the information provided, including referrals.

Facility Evaluation

Each DRC participant is encouraged to provide a list of any identified facility changes that might improve their customer service capabilities in the future. The DRC Manager will utilize this information for future planning purposes.

Logistics

General Activities

The activities of the Logistics function include the coordination of facilities, services, equipment and supplies in support of the DRC operations. Logistics processes service requests from the DRC Manager, GEMHSA Liaison, and DRC participants.

Site Selection

Considerations should include (see Attachment G for sample DRC floor plan):

- Compatibility with the Office of Safety and Health Assessment (OSHA) and the Americans with Disabilities Act (ADA) requirements including facility size
- In close proximity to individuals and families affected by the disaster
- Convenient access to public transportation (e.g., highways, main thoroughfares, mass transit)
- Secured, lighted parking areas and walkways adequate for number of DRC participants and clients
- In close proximity to available food services (e.g., restaurant, coffee shop)
- Adequate office space for processing applicants and confidential discussions with clients and DRC participants. (See Attachment G for formula for estimating square footage.)
- Sufficient number of telephone and data lines
- Appropriate lighting, heating, ventilation, electrical, plumbing capabilities and restrooms
- Availability of adequate janitorial and waste disposal services

Facility Equipment/Supplies

Considerations should include:

- Access keys for DRC Manager
- Telephone lines and computer printer(s) and paper
- One telephone per voice line and backup communication system as necessary
- Display area/desk for informational pamphlets, brochures, etc.
- One table or desk and at least two chairs per DRC station
- Additional chairs for client waiting area
- Two computers with Internet access (one for use by DRC participants and one for client access)
- Photocopier (high speed copier with collating and stapling capabilities)
- Emergency equipment (e.g., fire extinguishers, first aid kits)
- Local public telephone directories

- Janitorial and office supplies

Identification and Signs

Considerations should include:

- Agency identification badges worn by all DRC participants
- DRC signage should be posted for easy identification from public roads
- Permits necessary for legally posting DRC location
- Multi-lingual DRC signs
- Directions to the DRC from public routes
- Direction of traffic flow within the DRC
- Posting operational hours and changes, when necessary

Internal Communications

Functional activities to be considered:

- Developing and distributing the following telephone directories:
 - Internal DRC participants
 - Emergency numbers for law, fire, ambulance, medical assistance, etc.
 - Information technology support
 - Ensuring DRC participants are provided internal communication capabilities such as computer networking, messaging system, telephone transferring, etc.

Finance/Administration

General Activities

The Finance/Administration function includes tracking, analyzing and maintaining records of all financial and cost-accounting data of the DRC.

Accordingly, Finance/Administration should ensure that all cost data is documented and maintained in accordance with local, state and federal requirements and general accounting principles.

Accounting

Functional activities to be considered:

- Tracking facility costs, such as furniture, janitorial and maintenance services, operational expenses, wages/benefits, supplies, and equipment
- Providing regular financial status reports to the DRC Manager and coordinate eligible reimbursement with GEMHSA

Administration

Functional activities to be considered:

1. Maintaining time records for all staff or volunteers
2. Maintaining accurate records of all DRC expenses
3. Maintaining any significant historical data of the DRC operations such as staff injuries, media events, etc.

Attachment A – Client Sign-In Sheet

**Disaster Recovery Center
Client Sign-In Sheet (Please Print)**

Date
Page ___ of ___

	Name	Address	Phone #	Time
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				

Attachment E – Weekly Station Summary

Disaster Recovery Center

Week of:
Page ___ of ___

Station Number	DRC Organization	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Weekly Total

Attachment F – Client Damage Survey

Client Damage Survey

(This is not an application for assistance. The purpose of this document is to gather damage information in order to assess the level of assistance.)

Name: _____

Damaged Home Address:

Temporary Mailing Address:

Contact Numbers: (____) _____

(____) _____

Please specify: Homeowner Renter

Primary Residence Rental Property Secondary Residence

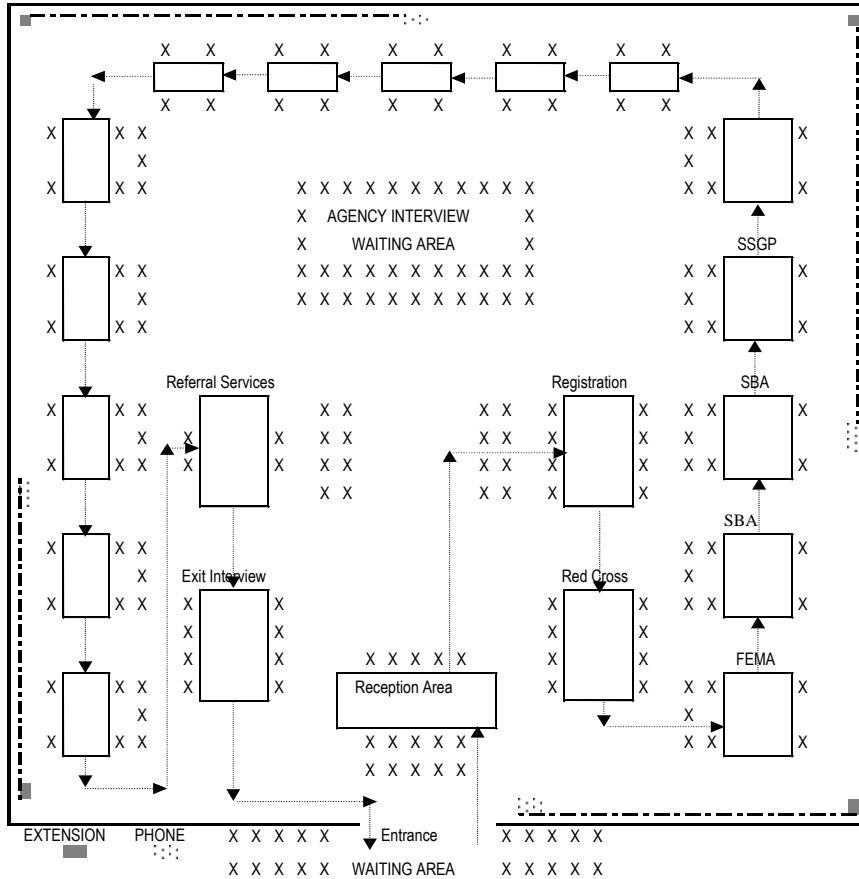
If this is your secondary residence, is the property used as a vacation rental? Yes No

Pre-Disaster Estimated Home Value: \$ _____

Briefly Describe Damage (such as: completely destroyed, smoke damage, inaccessible, vehicle loss, etc.):

Attachment G – Sample Floor Plan

The diagram below represents floor space of approximately 5,000 square feet (ft²). Blank tables are for additional services.



Formula for estimating square footage:

150 ft² for each DRC participant PLUS 50 ft² for each client that could be in the DRC at a given time.

Example: A center to accommodate 10 DRC participants and 30 clients at any given time would require a minimum of 3,000 ft²: (150 ft² x 10 DRC participants) + (50 ft² x 30 clients).

NOTE: DRCs may require more or less square footage based on the size and magnitude of the event. Partitions of some type may be necessary if one table is used to interview more than one client.

Appendix IV: Model Pre-Event Recovery Ordinance

One action a community can take to move toward better management of disaster mitigation, preparedness, response, and recovery is the adoption of an ordinance before or after a damaging event to serve as either a forerunner or supplement to a full-blown recovery plan. The Model Recovery Ordinance below outlines a foundation on which a community can organize to efficiently manage short- and long-term recovery, preferably in advance of a declared disaster, as well as after.

Purposes. The Model Recovery Ordinance focuses on actions found necessary to facilitate recovery, provides a structured format for capturing essential recovery requirements, and offers prototypical language adaptable to unique local circumstances. The concept reflects some essential elements.

Among other things, the recovery ordinance should:

- Be adopted by local governing body action, if possible, before a disaster happens, as well as periodically updated and amended, as needed
- Authorize establishment and maintenance of a local recovery management organization, coordinated closely with the local emergency management organization
- Direct the preparation of a pre-event short- and long-term recovery plan in concert with the local emergency management organization and community stakeholder organizations
- Establish emergency powers by which the local government staff can take extraordinary action to protect public health, safety, and welfare during post-disaster recovery
- Identify methods for local government to take cooperative action with other entities to assure full access to all external financing resources as well as to facilitate recovery
- Specify the means for consulting with and assisting citizens, businesses, and community stakeholder organizations during recovery planning and implementation

Form of Government. For ease of use, the Model Recovery Ordinance is written to reflect a Commission-Manager form of government used by many counties. In this form, executive as well as policy-making authority resides with an elected governing body, such as a county board of commissioners, and administrative powers are delegated to staff through a county manager.

Recovery Management Emphasis. The Model Recovery Ordinance emphasizes a recovery management process operated in conjunction with administrative powers of local government under the policy-making and/or executive powers of the governing body. It acknowledges the distinction between the vast bulk of more routine administrative actions reflected in short-term recovery provisions and the policy process more common to long-term recovery, directed through formal action by the governing body, and often marked by public hearings and controversy.

Model Recovery Ordinance Language

An ordinance establishing a recovery organization, authorizing preparation of a recovery plan, and granting emergency powers for staff actions which can ensure timely and expeditious post-disaster recovery for Brantley County, by creating new County Chapter Section

WHEREAS, the County is vulnerable to various natural hazards such as hurricanes, flooding, landslides, wildfires, and severe storms causing substantial loss of life and property resulting in declared local, State, or federal level disasters;

WHEREAS, the County is authorized under state law to declare a state of local emergency and take actions necessary to ensure the public safety and well-being of its residents, visitors, business community, and property during and after such disasters;

WHEREAS, it is essential to the well-being of the County after disasters to expedite recovery, mitigate hazardous conditions threatening public safety, and improve the community;

WHEREAS, disaster recovery can be facilitated by establishment of an ongoing Recovery Committee within the County government to plan, coordinate, and expedite recovery activities;

WHEREAS, preparation of a pre-event Recovery and Redevelopment Plan can help the County organize to expedite recovery in advance of a declared disaster and to mitigate hazardous conditions before and after such a disaster;

WHEREAS, post-disaster recovery can be facilitated by adoption of a pre-event ordinance authorizing certain extraordinary staff actions to be taken to expedite implementation of recovery;

WHEREAS, it is mutually beneficial to identify in advance of a declared disaster the necessity to establish and maintain cooperative relationships with other local, regional, State, and federal governmental agencies in order to facilitate post-disaster recovery;

WHEREAS, it is informative, productive, and necessary to consult with representatives of business, industry, citizens, and community stakeholder organizations regarding the most suitable and helpful means to facilitate post-disaster recovery;

The Brantley County Board of Commissioners does hereby ordain:

Section

1. **Authority.** This ordinance is adopted by the Brantley County Board of Commissioners acting under authority of the law of the State of Georgia and all applicable federal laws and regulations.
2. **Purposes.** It is the intent of the Brantley County Board of Commissioners under this chapter to:
 - a. Authorize, in advance of a disaster, the establishment and maintenance of an ongoing Recovery Management Organization within the County to plan, prepare for, direct, and coordinate orderly and expeditious post-disaster recovery;
 - b. Direct, in advance of a declared disaster, the preparation of a pre-event Recovery Plan for short-term and long-term post-disaster recovery, to be adopted by the Brantley County Board of Commissioners and amended periodically, as necessary;
 - c. Establish, in advance of a disaster, powers to be implemented upon declaration of a local emergency by which staff of building, planning, public works, and other departments can take extraordinary action to reasonably assure safe and healthy post-disaster recovery;
 - d. Identify methods by which the Brantley County Board of Commissioners may take cooperative action with other governmental entities to facilitate recovery;
 - e. Specify means by which the County may consult with and assist citizens, businesses and community organizations during the planning and implementation of recovery procedures.
3. **Definitions.** As used in this ordinance, the following definitions shall apply:

- 3.1 Development Moratorium** shall mean a temporary hold, for a defined period of time, on the issuance of building permits, approval of land-use applications or other permits and entitlements related to the use, development, and occupancy of private property in the interests of protection of life and property.
- 3.2 Director** shall mean the Director of the Recovery Committee or an authorized representative.
- 3.3 Disaster** shall mean a locally declared emergency also proclaimed as a state of emergency by the Governor of the State and declared a disaster by the President of the United States.
- 3.4 Emergency** shall mean a local emergency, which has been declared by the Brantley County Board of Commissioners for a specific disaster and has not been terminated.
- 3.5 Flood Insurance Rate Map (FIRM)** shall mean an official map of a community on which the Federal Insurance Administrator has delineated both the special hazard areas and the risk premium zones applicable to the community. A FIRM that has been made available digitally is called a Digital Flood Insurance Rate Map (DFIRM).
- 3.6 Hazard Mitigation Grant Program.** A program for assistance to federal, state, and local agencies whereby a grant is provided by FEMA as an incentive for implementing mutually desired mitigation programs, as authorized by the Stafford Act and related federal regulations, plans, and policies.
- 3.7 Historic Building or Structure** shall mean any building or structure included on the national, state, or municipal register of historic places, and structures having historic significance within a recognized historic district.
- 3.8 Individual Assistance Program.** A program for providing small grants to individuals and households affected by a disaster to offset loss of equipment, damage to homes, or the cost of relocation to another home, as authorized under the Stafford Act and related federal regulations.
- 3.9 In-Kind** shall mean the same as the prior building or structure in size, height and shape, type of construction, number of units, general location,

and appearance.

3.10 Interim Recovery Strategy shall mean a post-disaster strategic program identifying major recovery initiatives and critical action priorities either in the Recovery Plan or necessitated by specific post-disaster conditions.

3.11 Local Hazard Mitigation Plan. A plan prepared for governing board adoption and FEMA approval, which, among other things, assesses the type, location, and extent of natural hazards affecting the City; describes vulnerability of people, structures, and infrastructure facilities to such hazards and estimates potential losses, and includes a mitigation strategy that provides the City's blueprint for reducing potential losses identified.

3.12 Multi-Agency Hazard Mitigation Team. A team of representatives from FEMA, other federal agencies, state emergency management agencies, and related state and local agencies, formed to identify, evaluate, and report on post-disaster mitigation needs.

3.13 Natural Hazards/ Safety Element [or equivalent] shall mean an element of the comprehensive plan that addresses protection of the community from unreasonable risks associated with earthquakes, landslides, flooding, wildland fires, wind, coastal erosion, and other natural, technological, and human-caused hazards.

3.14 Public Assistance Program. A program for providing reimbursement to federal, state, and local agencies and non-profit organizations for repair and replacement of facilities lost or damaged in a disaster, as authorized under the Stafford Act and related federal regulations, plans, and policies.

3.15 Redevelopment shall mean the rebuilding or replacement of permanent residential, commercial, or industrial facilities damaged or destroyed in a major disaster, as well as construction of large-scale public or private infrastructure, addition of community improvements, and/or restoration of a healthy economy.

3.16 Recovery shall mean the restoration of housing, transportation, public services, and/or economic activity to levels equal to or better than their pre-disaster states through a series of short-term, intermediate, and long-term strategies and actions.

3.17 Recovery Management Organization shall mean an interdepartmental organization that coordinates city staff actions in planning and implementing disaster recovery and reconstruction functions.

3.18 Recovery Plan shall mean a pre- or post-disaster plan for recovery, comprising policies, plans, implementation actions, and designated responsibilities related to expeditious and orderly post-disaster recovery and redevelopment, as well as long-term mitigation.

3.19 "Stafford Act" shall mean the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended).

- 4. Recovery Management Organization.** There is hereby created the Recovery Management Organization [or equivalent] for the purpose of planning, organizing, coordinating, and implementing pre-event and post-disaster disaster recovery actions.

In a big-city environment, presence and availability of the Mayor or a Deputy Mayor may be important from a leadership standpoint, even though recovery in many instances is largely a staff-driven process with the City Manager as the primary coordinator. Either way, the intent of the following language is to assure an ongoing communications connection between staff and the City Council.

4.1 Powers and Duties. The Recovery Management Organization shall have such powers as needed to carry out the purposes, provisions, and procedures of this chapter.

4.2 Officers and Members. The Recovery Management Organization shall be comprised of the following officers and members:

- a. The County Manager who shall be Director;
- b. The County Attorney [or equivalent] who shall be Legal Adviser;
- c. Other members include [list titles or functions, such as chief building official, city engineer, director of community development or planning, fire chief, emergency management or disaster preparedness coordinator, general services director, historic preservation director, police chief, director of public works, director of utilities, floodplain manager, hazard mitigation specialist], and representatives from such other departments as deemed necessary by the Director for effective operations;

4.3 Relation to Emergency Management Organization. The Recovery Management Organization shall include all members of the Emergency Management Organization [or equivalent] as follows: [list titles, such as emergency management coordinator, fire chief, police chief, etc.]

- 4.4 Operations and Meetings.** The Director shall be responsible for overseeing Recovery Management Organization operations and for calling meetings, as needed. After a declaration of an emergency, and for the duration of the emergency period, the Recovery Management Organization shall meet daily, or as frequently as determined by the Director.
- 4.5 Succession.** In the absence of the Director, the Deputy Director shall serve as Acting Director and shall be empowered to carry out the duties and responsibilities of the Director. The Director shall name a succession of department managers to carry on the duties of the Director and Deputy Director, and to serve as Acting Director in the event of the unavailability of the Director and Deputy Director.
- 4.6 Organization.** The Recovery Management Organization may create such standing or ad hoc committees as determined necessary by the Director.
- 5. Recovery Plan.** The Recovery Management Organization shall prepare a Recovery Plan addressing pre-event and post-disaster recovery policies, strategies, and actions; if possible, the Recovery Plan shall be adopted by the City Council [or equivalent] before a disaster, and amended after a disaster, as needed.
- 5.1 Plan Content.** The Pre-Disaster Recovery Plan shall be composed of pre- and post-event policies, strategies, and actions needed to facilitate post-disaster recovery. The Recovery Plan will designate lead and back-up departmental action responsibilities to facilitate expeditious post-disaster recovery as well as hazard mitigation actions. The Recovery Plan shall address short-term and long-term recovery subjects, including but not limited to: business resumption, damage assessment, demolitions, debris removal, expedited repair permitting, hazards evaluation and mitigation, historical buildings, moratorium procedures, nonconforming buildings and uses, rebuilding plans, restoration of infrastructure, temporary and replacement housing, and such other subjects as may be appropriate to expeditious and wise recovery. To the extent possible, the Pre-Disaster Recovery Plan should reflect a holistic approach (where everyone in the Recovery Management Organization team is working toward common objectives, and roles are defined within a general consensus regarding those roles); include language about constructing a mutually agreed-upon vision of community resilience; and also include language regarding local perspectives on sustainability and climate adaptation.
- 5.2 Coordination with Other Organizations.** The Recovery Plan shall identify relationships of planned recovery actions with those of local, regional, state, federal, mutual aid, and nonprofit organizations involved with disaster recovery, including but not limited to: the Federal Emergency Management Agency (FEMA), the American Red Cross, the Department of Housing and Urban Development (HUD), the Small Business Administration (SBA), the Environmental Protection Agency (EPA), the Department of Transportation (DOT), the State Emergency Management

Agency [or equivalent] and other organizations that may provide disaster assistance. Prior to adoption or amendment of the Recovery Plan by the City Council [or equivalent], such organizations shall be notified of its proposed content, and comments shall be solicited in a timely manner.

- 5.3 Consultation with Citizens.** During the initial and intermediate stages of Recovery Plan formulation as well as prior to its adoption or amendment by the Board of Commissioners, the Recovery Management Organization shall conduct outreach to community stakeholder groups, organize and distribute public announcements, schedule and conduct community workshops and meetings, and/or convene advisory committees composed of representatives of homeowner, business, and community organizations, or implement other means to provide information and consult with members of the public regarding preparation, adoption, or amendment of the Recovery Plan. Public comments shall be solicited in a timely manner during Recovery Plan formulation, adoption, and amendment processes.
- 5.4 Adoption.** Following preparation, update, or revision, the Recovery Plan shall be transmitted to the Board of Commissioners for review and approval. The Board shall hold at least one legally noticed public hearing to receive comments from the public on the Recovery Plan. Following public hearing(s), the Board may adopt or amend the Recovery Plan by resolution, or transmit the plan back to the Recovery Management Organization for further modification prior to final action.
- 5.5 Amendments.** The Recovery Management Organization shall address key issues, strategies, and information bearing on the orderly maintenance and periodic amendment of the plan. In preparing amendments, the Recovery Management Organization shall consult in a timely manner with the Board, County departments, businesses and community organizations, and other government entities to obtain information pertinent to possible Recovery Plan amendments.
- 5.6 Implementation.** Under policy direction from the Board of Commissioners, the Recovery Management Organization shall be responsible for Recovery Plan implementation. Before a declaration of emergency, the Director shall prepare and submit reports at least annually to fully advise the Board of Commissioners on the progress of preparation, update, or implementation of the Recovery Plan. After a declaration of emergency, the Director shall report to the Board of Commissioners as often as necessary on actions taken to implement the plan in the post-disaster setting, identify policy issues needing Board of Commissioners direction, and receive authorization to proceed with interim plan modifications necessitated by specific circumstances.
- 5.7 Training and Exercises.** The Recovery Management Organization shall organize and conduct periodic training and exercises annually, or more often as necessary, in order to develop, communicate, and update the contents of the Recovery Plan. Such training and exercises will be conducted in coordination with similar training and exercises related to the Emergency Operations Plan.

- 5.8 Coordination with Related Plans.** The Recovery Plan shall be coordinated with the Comprehensive General Plan, the Emergency Operations Plan, the Local Hazard Mitigation Plan, and such other related plans as may be pertinent, to avoid inconsistencies between plans. Such related plans shall be periodically amended by the Board of Commissioners to be consistent with key provisions of the Recovery Plan, and vice versa.
- 6. Interim Recovery Strategy.** At the earliest possible time following a declaration of local emergency, the Recovery Management Organization shall prepare an Interim Recovery Strategy.
- 6.1 Content.** The Interim Recovery Strategy shall identify and describe recovery initiatives and action priorities anticipated or underway that are necessitated by specific post- disaster circumstances.
- 6.2 Critical Action Priorities.** The Interim Recovery Strategy shall identify critical action priorities, including but not limited to those actions identified under Section 9.0 Temporary Regulations of this chapter, describing for each action its objective, urgency, affected individuals and organizations, funding sources, department responsible, and likely duration. The Interim Recovery Strategy shall separately identify those recovery initiatives and action priorities that are not covered or insufficiently covered by the adopted Recovery Plan, but which in the judgment of the Director are essential to expeditious fulfillment of victims' needs, hazard mitigation imperatives, critical infrastructure restoration, and rebuilding needs, and without which public health, safety, and welfare might otherwise be impeded.
- 6.3 Short-Term Hazard Mitigation Program.** The Interim Recovery Strategy shall include a short-term hazard mitigation program comprised of high-priority actions. Such measures may include urgency ordinances dealing with mitigation and abatement priorities identified under Section 9. Temporary Regulations, or requiring special land-use and development restrictions or structural measures in areas affected by flooding, urban/wildland fire, wind, seismic, or other natural hazards, or remediation of known human-induced or technological hazards such as toxic contamination.
- 6.4 Review and Consultation.** The Interim Recovery Strategy shall be forwarded to the City Council [or equivalent] for review and approval following consultation with FEMA, other governmental agencies, businesses, infrastructure operators, and other citizen and stakeholder representatives. The Director shall periodically report to the City Council regarding Interim Recovery Strategy implementation, and any adjustments that may be required by changing circumstances.

6.5 Coordination with Pre-Disaster Recovery Plan and Other Plans. The Interim Recovery Strategy shall form the basis for periodic amendments to the Recovery Plan, and such other related plans as may be pertinent. It shall identify needed post-disaster amendments to the Pre-Disaster Recovery, Comprehensive Plan, Emergency Operations Plan, or other plans, codes, or ordinances.

Commentary. The purpose of the Interim Recovery Strategy is to structure the flow of local post-disaster short- and long-term recovery actions around a unifying concept that:

1) acknowledges real damage and loss conditions experienced, 2) modifies scenarios underlying the Pre-Disaster Recovery Plan, and 3) translates the new reality into short- term actions pending revision of the Recovery Plan. This may be essential because damage conditions are often likely to be different from those anticipated in the Pre- Disaster Recovery Plan. Preparation of such an interim strategy in the early days of recovery has the benefit of incorporating a positive, proactive emphasis to counter what can be an overwhelmingly reactive and negative context. The Interim Recovery Strategy can be updated as recovery experience is gained and new issues emerge. It also provides a source from which the Pre-Disaster Recovery Plan and related plans can be updated.

7. Hazard Mitigation Program. Prior to a major disaster, the Recovery Management Organization, with City Council concurrence, shall establish a hazard mitigation program by which natural hazards, risks, and vulnerability are addressed for prioritized short-term and long-term mitigation actions leading to reduced disaster losses. The hazard mitigation program shall include preparation and adoption of a Local Hazard Mitigation Plan, amendment of the Comprehensive Plan to include a Natural Hazard/Safety Element [or equivalent], together with emergency actions dealing with immediate hazards abatement, including hazardous materials management.

7.1 Local Hazard Mitigation Plan. The Recovery Management Organization shall prepare for City Council adoption and FEMA approval a Local Hazard Mitigation Plan qualifying the City for receipt of federal Hazard Mitigation Grant Program (HMGP), Flood Mitigation Assistance (FMA), Pre-Disaster Mitigation (PDM), and Severe Repetitive Loss (SRL) grants, under the provisions of the Stafford Act, National Flood Insurance Act, and Disaster Mitigation Act of 2000, as amended. The Local Hazard Mitigation Plan shall include, among other items specified in federal regulations (44 CFR 201.6): a risk assessment describing the type, location, and extent of all natural hazards that can affect the City, vulnerability to such hazards, the types and numbers of existing and future buildings, infrastructure, and critical facilities located in identified hazard areas, and an estimate of the potential dollar losses to vulnerable structures; and a mitigation strategy that provides the City's blueprint for reducing the potential losses identified in the risk assessment. The Local Hazard Mitigation Plan, or its mitigation strategy and other contents, shall be adopted as part of the Natural Hazard/Safety Element [or equivalent] of the Comprehensive Plan.

7.2 Natural Hazard/Safety Element [or equivalent]. The Recovery Management Organization shall prepare for City Council adoption an amendment to the Comprehensive Plan known as the Natural Hazards/Safety Element [or equivalent] including proposed long- and short-term hazard mitigation goals, policies, and actions enhancing long-term safety against future disasters. The Natural Hazard/Safety Element [or equivalent] shall determine and assess the community's vulnerability to known hazards, including climate change impacts, such as: severe flooding; wildland fires; seismic hazards, such as ground shaking and deformation, fault rupture, liquefaction, and tsunamis; dam failure; slope instability, mudslides, landslides, and subsidence; sea level rise, coastal surge and erosion; hurricanes, tornadoes, and other high winds; and human-induced or technological hazards, such as oil spills, natural gas leakage and fires, hazardous and toxic materials contamination, and nuclear power plant and radiological accidents.

Commentary. About a dozen states require inclusion of natural hazards as a mandated subject within their comprehensive plans. For example, a Natural Hazards Element is a required or suggested part of comprehensive plans of Colorado, Idaho, Illinois, and Iowa, and a Safety Element is a required part of comprehensive plans in Arizona, California, and Nevada. Such requirements may have encouraged disaster loss reduction. For example, per capita flood losses were found in one study to be lower for those states which required natural hazards as a subject of the comprehensive plan than for those without such a requirement. Moreover, such comprehensive plan elements provide a context into which communities can fit their Local Hazard Mitigation Plan (LHMP) required under the Disaster Mitigation Act of 2000 as a precondition for eligibility for federal hazard mitigation grants. California provides financial incentives to local jurisdictions that adopt their LHMP as part of the safety element. To the extent that hazard mitigation reduces disaster losses and facilitates recovery, communities stand to benefit from integrating such plans with the Pre-Disaster Recovery Plan.

7.3 New Information. As new information is obtained regarding the presence, location, extent, location, and severity of natural and human-induced or technological hazards, or regarding new mitigation techniques, such information shall be made available to the public, and shall be incorporated as soon as possible as amendments to the Local Hazard Mitigation Plan and the Comprehensive Plan through City Council action.

8. General Provisions. The following general provisions shall be applicable to implementation of this chapter:

8.1 Emergency Powers and Procedures. Following a declaration of local emergency and while such declaration is in force, the Recovery Management Organization shall have authority to exercise powers and procedures authorized by this chapter, including temporary regulations identified below, subject to extension, modification or replacement of all or portions of these provisions by separate ordinances adopted by the City Council [or equivalent].

8.2 Post-Disaster Operations. The Recovery Management Organization shall coordinate post-disaster recovery operations, including but not limited to: business resumption, damage assessment, demolitions, debris removal, expedited repair permitting, hazards evaluation and mitigation, historical buildings, moratorium procedures, nonconforming buildings and uses, rebuilding plans, restoration of infrastructure, temporary and replacement housing, and such other subjects as may be appropriate, as further specified below.

9. Coordination with FEMA and Other Agencies. The Recovery Management Organization shall coordinate recovery actions identified under this and following sections with those of state, federal, local, or other mutual organizations involved in disaster recovery, including but not limited to the Federal Emergency Management Agency (FEMA), the American Red Cross, the Department of Housing and Urban Development (HUD), the Small Business Administration (SBA), the State Emergency Management Agency [or equivalent], and other organizations that provide disaster assistance. Intergovernmental coordination tasks include but are not limited to the following: local compliance with all applicable federal and state laws and regulations; provision of information and logistical support; participation in the Multi-Agency Hazard Mitigation Team; cooperation in joint establishment of one-stop service centers for victim support and assistance; and such other coordination tasks as may be required under the specific circumstances of the disaster.

Commentary. A substantial portion of the Stafford Act is devoted to the means by which federal funds are distributed to persons, businesses, local governments, and state governments for disaster relief and recovery. For most communities, this is an important external source from which certain disaster losses can be compensated. Although insurance may be instrumental in personal, household, or business recovery, it has little value for compensating losses incurred from disasters for which insurance is too costly or difficult to obtain, such as earthquake insurance. In addition, some federal assistance is in the form of grants and loans, involving other federal agencies such as HUD and SBA. The federal government has become increasingly interested in coordinating post-disaster victim services and mitigating hazards affecting land use and building construction.

Consequently, federal assistance to localities in many instances is contingent upon the adjustment of local recovery and hazard mitigation policies and practices to conform to federal standards, such as elevation of rebuilt structures in floodplain areas.

9.1 Temporary Regulations. The Recovery Management Organization shall have the authority to administer the provisions of this section temporarily modifying provisions of the Municipal Code [or equivalent] dealing with building permits, demolition permits, and restrictions on the use, development, or occupancy of private property, provided that such action, in the opinion of the Director, is reasonably justifiable for protection of life and property, mitigation of hazardous conditions, avoidance of undue displacement of households or businesses, or prompt restoration of public infrastructure.

Commentary. The following temporary regulations are at the heart of the recovery process. Although state law or city ordinances may authorize some of these functions, it is preferable to have a source of locally adopted regulation which provides direct authority for staff actions taken on behalf of the City Council in line with the Recovery Plan, and provides a rationale for intervention in matters dealing with private property. Among these temporary regulations are provisions dealing with their duration, environmental clearances, debris clearance and hazard abatement, damage assessment and placarding, development moratoria, temporary use permits, temporary repair permits, deferral of fees for repair and rebuilding permits, nonconforming buildings and uses, one-stop service centers, and demolition of damaged historic buildings. Each of these topics needs careful adaptation to local conditions. It is not possible to fully anticipate in advance the magnitude and distribution of disaster damages, but these pre-adopted temporary regulations provide a basis for more efficient action substantially less subject to uncertainties found in cities which have not prepared in this manner. Also, it is important to remember that although temporary regulatory modifications outlined here are associated with the municipal code, disaster assistance from federal agencies will be contingent upon compliance with requirements of federal laws and programs, such as the National Flood Insurance Program (NFIP); the National Environmental Policy Act (NEPA), National Historic Preservation Act (NHPA), Endangered Species Act (ESA), and others as applicable. Changes in local ordinance/municipal code, though temporary, will not change these federal requirements.

- 9.2 Duration.** The provisions of this section shall be in effect subject to review by the City Council for a period of 90 days from the date of a local emergency declaration leading to a state-proclaimed emergency and federally declared disaster, or until such time as the local emergency is extended, modified, replaced, or terminated in whole or in part by action of the City Council through separate ordinance.

Commentary. This provision allows for flexibility in the duration of application of the temporary regulations, so that any portion can be terminated, modified, or extended depending upon local circumstances. It also reflects a recognition that "temporary" regulations may be in effect for an extended period of time beyond either termination of the local state of emergency or the 90-day period. Depending upon the severity of disaster damage, it may be necessary for temporary provisions to remain in effect for several years after the disaster.

- 9.3 Environmental Clearances.** The provisions of this section enable actions that in the judgment of the Director are justifiable for protection of public health and safety and, therefore, can be reasonably declared to qualify under statutory exemptions of environmental regulations contained in other chapters of the Municipal Code, and within state and federal law. The Director shall provide ongoing monitoring reports to the City Council on environmental issues arising in relation to the Interim Recovery Strategy, the Recovery Plan, and the statutory exemptions.

9.4 Debris Clearance and Hazard Abatement. The Director shall have the emergency authority to undertake the following actions:

- a. **Debris Removal**—Remove from public rights-of-way and/or private property adjoining such rights-of-way any debris, rubble, trees, damaged or destroyed cars, trailers, equipment, or other items of private property, posing a threat to public health or safety;
- b. **Hazardous Materials**—Remove and/or abate hazardous and toxic substances threatening public health and safety;
- c. **Setbacks of Temporary Buildings**—Create and maintain such additional setbacks for temporary buildings as to assure emergency and through movement of vehicles and pedestrians essential for recovery management;
- d. **Prohibition of Access**—Prohibit public access to areas damaged and/or hazardous to public health;
- e. **Other**—Take such other actions, which, in the judgment of the Director, are reasonably justified for protection of public health and safety, provision of emergency ingress and egress, assurance of firefighting or ambulance access, restoration of infrastructure, and mitigation of hazardous conditions.

Commentary. Although clearance of privately owned debris is routinely considered a function of local government, it can become very controversial where owners take the position that such property is salvageable and has value (e.g., used brick after an earthquake). Pre-event adoption of such a provision reinforces the expectation that debris clearance functions will be carried out decisively, thus minimizing a problem otherwise compounded by hesitation or ambiguity of intention on the part of the city.

9.5 Damage Assessment and Placarding. The Director shall direct damage assessment teams having authority to conduct field surveys of damaged structures and post placards designating the condition and permitted occupancy of such structures as follows:

Commentary. Damage assessment and the placement of placards identifying whether buildings are safe or unsafe to occupy are two functions having perhaps more profound effects on life, property, and recovery than any other within the post-disaster decision sequence towards which provisions of these temporary regulations are directed.

Damage assessment is undertaken by various entities following a major disaster, usually the city and FEMA. There is at least a twofold purpose for these inspections. One purpose is to determine the degree of structural damage of each building and notify the public about the relative safety of

entry and occupancy. This has been a long-standing duty under local government health and safety responsibilities with which building departments are familiar. The other purpose is to quickly estimate the approximate replacement costs of damaged buildings and other property in order to inform the state and federal governments of dollar amounts needed for emergency legislative authorizations. The latter purpose is fraught with difficulty to the extent that hurriedly conducted damage assessments can miss substantial elements of damage and corresponding costs. Moreover, local expertise tends to be limited in the area of deploying common standards and procedures for determining structural damage in order to assess damage in a truly comparable manner.

The most important element of all these concerns is the establishment of standard identification of structural damage both in gross general terms reflected in the red, yellow, and green tag placard systems. The placard language below is adapted from **Model Ordinances for Post-Disaster Recovery and Reconstruction** initially published by the California Governor's Office of Emergency Services. The procedures used to make these basic safety distinctions in the California model ordinance are based on detailed post-disaster inspection methods described by the Applied Technology Council in **ATC-20, Procedures for Post-Earthquake Safety Evaluation of Buildings** and **ATC-20-2 Addendum**:

- a. **Inspected—Lawful Occupancy Permitted** is to be posted on any building in which no apparent structural hazard has been found. This does not mean other forms of damage that may not temporarily affect occupancy.

Commentary. This is commonly known as the "green tag" placard.

- b. **Restricted Use** is to be posted on any building in which damage has resulted in some form of restriction to continued occupancy. The individual posting this placard shall note in general terms the type of damage encountered and shall clearly and concisely note the restrictions on continued occupancy.

Commentary. This is commonly known as the "yellow tag" placard.

- c. **Unsafe—Do Not Enter or Occupy** is to be posted on any building that has been damaged to the extent that continued occupancy poses a threat to life safety. Buildings posted with this placard shall not be entered under any circumstances except as authorized in writing by the department that posted the building or by authorized members of damage assessment teams. The individual posting this placard shall note in general terms the type of damage encountered. This placard is not to be considered a demolition order. This chapter and section number, the name of the department, its address, and phone number shall be permanently affixed to each placard. Once a placard has been attached to a

building, it shall not be removed, altered, or covered until done so by an authorized representative of the department or upon written notification from the department. Failure to comply with this prohibition will be considered a misdemeanor punishable by a \$500 fine.

Commentary. This is commonly known as the "red tag" placard.

9.6 Development Moratorium. The Director shall have the authority to establish a moratorium on the issuance of building permits, approval of land use applications or other permits and entitlements related to the use, development, and occupancy of private property authorized under other chapters and sections of the Municipal Code and related ordinances, provided that, in the opinion of the Director, such action is reasonably justifiable for protection of life and property and subject to the following:

- a. **Posting**—Notice of the moratorium shall be posted in a public place and on the Internet, and shall clearly identify the boundaries of the area(s) in which moratorium provisions are in effect, and shall specify the exact nature of the development permits or entitlements that are temporarily held in abeyance;
- b. **Duration**—The moratorium shall be in effect subject to review by the City Council at the earliest possible time, but no later than 90 days, at which time the Council shall take action to extend, modify, replace, or terminate such moratorium through separate ordinance.

Commentary. After disasters, a prevailing sentiment may often be to act quickly to replicate pre-disaster building patterns in an effort to “restore normalcy.” In many instances, this sentiment prevails as public policy despite the presence of a severe natural hazard condition, thereby reinforcing the chances of repetitive losses. Many examples exist of communities which have allowed rebuilding in a manner that ignored known hazardous conditions, whereas intervention was needed to create greater safety.

To prevent or reduce repetitive losses, a city may choose to interrupt and forestall rebuilding long enough to assess options for avoiding placing buildings and people back in harm’s way. This can be done by establishing an emergency moratorium on issuance of repair and rebuilding permits or on land-use approvals in areas where severely hazardous conditions are identified. The hazard may be newly detected, as in a post-earthquake circumstance where the pattern of structural damage, recent flooding, fresh landslides, or ground subsidence may indicate the need for engineering studies to clearly identify hazards and determine proper solutions.

A moratorium on development may be important for a city to undertake from the standpoint of informed public policy. However, such actions tend to be controversial and unpopular, so it is important to lay the groundwork with the community in advance, if possible. This subsection provides prior authorization through adoption of this ordinance before a major disaster, enabling city staff to act expeditiously in a post-disaster setting to forestall premature issuance of permits in areas shown to be hazardous. Such action is necessarily subject to Council review, ratification, modification, or termination.

9.7 Temporary Use Permits. The Director shall have the authority to issue permits in any zone for the temporary use of property that will aid in the immediate restoration of an area adversely impacted by a major disaster, subject to the following provisions:

- a. **Critical Facilities**--Any police, fire, emergency medical, or emergency communications facility that will aid in the immediate restoration of the area may be permitted in any zone for the duration of the declared emergency.
- b. **Other Temporary Uses**--Temporary use permits may be issued in any zone, with conditions, as necessary, provided written findings are made establishing a factual basis that the proposed temporary use: 1) will not be detrimental to the immediate neighborhood; 2) will not adversely affect the Comprehensive General Plan or any applicable specific plan; and 3) will contribute in a positive fashion to the reconstruction and recovery of areas adversely impacted by the disaster. Temporary use permits may be issued for a period of one year following the declaration of local emergency and may be extended for an additional year, to a maximum of two years from the declaration of emergency, provided such findings are determined to be still applicable by the end of the first year. If, during the first or the second year, substantial evidence contradicting one or more of the required findings comes to the attention of the Director, then the temporary use permit shall be revoked.

*Commentary. Most zoning ordinances have no provisions for temporary use of property following a disaster. A few allow temporary placement of mobile homes on residentially zoned sites pending reconstruction of a residence. Time limits vary, but are usually for a two-year period. After a disaster, special latitude may be needed, however, to support various recovery needs. Care must be taken not to set precedents that will erode or destroy a pre-existing pattern of zoning that the city may wish to protect. The language within this section is modeled after provisions of the Los Angeles recovery ordinance adopted after the Northridge earthquake, titled **Temporary Regulations Relating to Land Use Approvals for Properties Damaged in a Local Emergency**. That ordinance was geared toward the needs of a large and diverse city. Smaller communities may wish to restrict temporary uses to those already allowed by existing zoning, limiting the provision to temporary structures such as tents, domes, or mobile units.*

9.8 Temporary Waiver of Repair Permit Requirements for Emergency Repairs. Following a disaster, temporary emergency repairs to secure structures and property damaged in the disaster against further damage or to protect adjoining structures or property may be made without fee or permit where such repairs are not already exempt under other chapters of the Municipal Code. The building official must be notified of such repairs within 10 working days, and regular permits with fees may then be required.

Commentary. This provision is specifically written for repairs which may not be exempt under standard building code permit exemptions but which are justifiable from a public health and safety standpoint to avoid further damage to property after a disaster. It is modeled after a provision of a post-disaster rebuilding ordinance adopted in 1992 by the County of San Bernardino shortly after the Landers-Big Bear earthquake. Written before the earthquake, the ordinance was based on a pre-event study titled **Post-Disaster Rebuilding Ordinance and Procedures**, which included a survey of top managers and elected officials regarding various post-disaster rebuilding provisions, such as for nonconforming buildings and uses. Because of the pre-event involvement of top managers and elected officials, it was adopted after the earthquake with no controversy.

9.9 Deferral of Fees for Repair and Rebuilding Permits. Except for temporary repairs issued under provisions of this chapter, all other repairs, restoration, and reconstruction of buildings damaged or destroyed in the disaster shall be approved through permit under the provisions of other chapters of this Code. Fees for such repair and reconstruction permits may be deferred until issuance of certificates of occupancy.

Commentary. Pressure to waive processing fees frequently arises after a disaster when victims are unsure of their sources of financing for rebuilding. It may be inadvisable to succumb to pressures to waive fees due to the ongoing need for cost recovery for disaster-related services at a time revenue flows are uncertain. As an alternative, local governments can buy time by deferring fees to determine the degree to which funds will be found at a later time to help offset victims' fee costs. For example, sometimes the cost of processing fees may be covered by insurance or by federal funds. Deferral of fees until occupancy permit issuance buys time during which to ascertain possible alternate sources without injuring necessary revenue flows to the city treasury. This provision is modeled after similar language in the Los Angeles temporary regulations.

9.10 Nonconforming Buildings and Uses. Buildings damaged or destroyed in the disaster that are legally nonconforming as to use, yards, height, number of stories, lot area, floor area, residential density, parking, or other provisions of the Municipal Code specified herein may be repaired and reconstructed in-kind, provided that:

- a. The building is damaged in such a manner that the structural strength or stability of the building is appreciably lessened by the disaster and is less than the minimum requirements of the Municipal Code for a new building;

- b. The cost of repair is greater than 50 percent of the replacement cost of the building;
- c. All structural, plumbing, electrical, and related requirements of the Municipal Code, as well as any rebuilding requirements imposed by a higher level of government, such as building elevation or basement removal if required under NFIP, are met at current standards;
- d. All natural hazard mitigation requirements of the Municipal Code are met;
- e. Reestablishment of the use or building is in conformance with the National Flood Insurance Program requirements and procedures, or higher community standards;
- f. The building is reconstructed to the same configuration, floor area, height, and occupancy as the original building or structure;
- g. No portion of the building or structure encroaches into an area planned for widening or extension of existing or future streets as determined by the comprehensive general plan or applicable specific plan;
- h. Repair or reconstruction shall commence within two years of the date of the declaration of local emergency in a major disaster and shall be completed within two years of the date on which permits are issued; damaged structures must be secured in accordance with the community's provisions for abandoned structures in order to ensure the health and safety of the public;
- i. Nothing herein shall be interpreted as authorizing the continuation of a nonconforming use beyond the time limits set forth under other sections of the Municipal Code that were applicable to the site prior to the disaster.

Commentary. No recovery issue can be more vexing to planners than whether or not to encourage reestablishment of nonconforming uses and buildings after a disaster.

Planners have sought for decades to write strict provisions in zoning ordinances designed to gradually eliminate nonconforming uses or buildings as they were abandoned, changed owners, or were damaged by fire, wind, or water. Such provisions normally prohibit reestablishment of nonconforming

uses and buildings where damage exceeds a certain percentage of replacement cost, most often 50 percent. This approach is logical, orderly, and normally equitable when weighing community interests balanced with those of the property owner. However, the thinking behind such provisions has been geared to incremental adjustments or termination of such uses over time, not to sudden circumstances forcing disposition of such uses as a class at a single point in time.

In theory, disasters are seen as an opportunity to eliminate uses that conflict with the prevailing pattern in a neighborhood but that remain because of legal nonconforming status—for example, scattered industrial uses in a residentially zoned neighborhood. In reality, local governments are beset after a disaster by pressures from property owners and other interests to reestablish the previous development pattern, including nonconforming buildings and uses. Such pressures extend beyond the demand to reestablish nonconforming buildings or uses to include waiver of current building, plumbing, and electrical code provisions to the standards in place at the time of construction.

From a risk management, liability exposure, or public safety standpoint, acquiescence to the reduction of such basic health and safety standards in the face of a known hazard can be seen as unacceptable. However, zoning provisions hindering reestablishment of nonconforming buildings or uses tend to be more arguable and are more likely to be modified by city councils under pressures of the moment to restore the status quo. In recognition of such pressures, this model ordinance language offers a straightforward tradeoff approach allowing reestablishment of a nonconforming use or building in return for strict adherence to current structural, plumbing, and electrical code and hazard mitigation requirements. The language assumes existence of a provision commonly found in the Municipal Code authorizing repair or reestablishment of a nonconforming use or building where damage is less than 50% of the replacement cost. It also assumes the building was substantially weakened by the disaster and is below code requirements. This compromise approach recognizes that its application may require the unwelcome decision to accept continuation of disorderly land-use patterns, unless a solution can be found through redevelopment or rezoning. Instead, it places a high value on life safety.

It is important to note, however, that the language of these provisions includes the following important limitations on the economic incentive to reestablish the nonconforming use or building.

- 1) It does not extend any previously stipulated life of the nonconforming use. This is an important disincentive if the costs of replacement cannot be offset by insurance, FEMA assistance, SBA loans or other sources of financial support.*
- 2) It does not allow the extent of nonconformance to be increased over that which existed prior to the disaster, thwarting another common*

pressure.

It requires strict adherence to current structural, plumbing, electrical, and other requirements of the Municipal Code, any street setbacks stipulated within the comprehensive plan circulation element and related ordinances, as well as any rebuilding requirements imposed by a higher level of government, such as building elevations or basement removals where required by FEMA under the National Flood Insurance Program (NFIP). Note: within NFIP there is no grandfathering for substantially damaged structures (i.e., those damaged in excess of 50% of their pre-event value). Such local, state or federal requirements, though potentially costly, are necessary from a public safety standpoint.

- 3) *It recognizes that compliance with more stringent hazard mitigation requirements may be needed, for example, moving a structure to a less hazardous area on the lot, especially in cases involving increased on-site hazards because of fault rupture, land sliding, coastal erosion, or severe flooding where upgrading to current structural, plumbing, and electrical code requirements may not assure safe occupancy. Compliance with such provisions may reduce or eliminate the possibility of rebuilding, or be sufficiently costly to discourage reestablishment of the use or other nonconforming feature.*

The relative importance of post-disaster reestablishment of nonconforming uses and buildings may vary from one jurisdiction to another. Therefore, the most useful time to assess this aspect of post-disaster recovery is before a major disaster, in the course of pre-event planning. Education of the city council in advance can help lessen post-disaster tendencies to compromise critical hazard mitigation and public safety requirements, notwithstanding the outcome on nonconforming use and building requirements.

10. **One-Stop Service Center for Permit, Economic, and Housing Assistance.** The Recovery Management Organization shall coordinate the establishment of a one-stop center, staffed by representatives of pertinent City departments, and staff of cooperating organizations, for the purpose of providing coordinated services and assistance to disaster victims for purposes including but not limited to: permit processing to expedite repair of buildings, provision of housing assistance, and encouragement of business resumption and industrial recovery. The Director shall establish such center and procedures in coordination with other governmental entities that may provide services and support, such as FEMA, SBA, HUD, or the State Emergency Management Agency (or equivalent).

Commentary. One-stop service centers have become more common with recent disasters, often combining the presence of multiple agencies to provide better coordination of information needed by disaster victims to obtain essential public and insurance services and to rebuild. A prime example was the Community Restoration and Development Center established by the City of Oakland shortly after the 1991 Oakland Hills Firestorm and operated until

mid-1994 with financial support from FEMA. Benefits to be gained for establishing a special one-stop center include accelerated information, integration of services, and expedited permitting. Setting up a specialist team working exclusively on repair and rebuilding permit issues has the added advantage of insulating normal development review from disruption by the recovery process and vice versa.

- 10.1 Emergency Contractor and Volunteer Certification.** The Recovery Management Organization shall have authority to establish a standard certification process for all contractors and volunteers seeking to provide clean-up, repair, or construction services within areas that have experienced disaster damage. In order to be eligible, contractors and volunteers must obtain the proper certification using the following process.
- 10.2 Application for Contractor Certification.** Contractors must apply for Contractor Certification at a one-stop center with the location and hours identified by the City. An application processing fee of \$25.00 is required for each contractor firm and may be paid in cash or by check made payable to the City.
- 10.3 Application Requirements.** Contractors seeking certification must meet the following minimum insurance and background check requirements.
 - a. Staff will verify that contractors are properly registered and/or licensed with the state contractors' licensing agency of the state within which their business is headquartered.
 - b. The Police Department will conduct a criminal background check on each worker that will be performing services for the contractor's firm.
 - c. Contractors must be licensed for their respective trades through the state contractors' licensing agency within which their business is headquartered and meet minimum insurance required by that state. All other contractor firms seeking to perform projects with a scope of work that exceeds a cost of \$2,000 must provide proof of a general liability insurance policy for an amount not less than \$1,000,000.
- 10.4 Certification Enforcement.** Contractors are subject to the following certification enforcement requirements.

- a. Proof of certification will be a City-issued photo identification badge for each worker performing clean-up, repair, or construction services within disaster-damaged areas. This must be displayed by each worker at all times within the designated area. Replacement badges will be issued at a cost of \$10.00.
- b. Individuals without an identification badge will not be permitted to perform clean- up, repair, or construction services.
- c. Contractors failing to register will be subject to a fine of \$100.00 per day or be subject to imprisonment for not more than 30 days. Each day a violation occurs will constitute a separate offense.
- d. The City retains the right to suspend or revoke the Contractor Certification.

10.5 Volunteer Certification. Persons volunteering their efforts without compensation for disaster clean-up repair, or construction services must also apply for emergency certification as a volunteer at a one-stop center and receive a photo identification badge. No application processing fee is required for a Volunteer Certification. However, volunteers certified to assist with clean-up, repair, or construction services must be affiliated with a charitable, non-profit organization meeting all preceding Contractor Certification insurance and enforcement requirements.

Commentary. The phenomenon of unscrupulous actions by contractors or persons posing as contractors after a disaster by which advantage is taken of helpless disaster victims is a widely recognized and repetitive problem for which there is little guidance in the professional recovery management literature. The preceding emergency contractor certification provisions have been adapted from a program established by the City of Cedar Rapids, Iowa, following a severe flood in 2008. Through implementation of this program, the City of Cedar Rapids turned down over 200 applications for emergency contractor certifications, and made over 30 arrests for program violations. Through notification of over 10,000 contractors, the program also had a substantial preventive effect, discouraging otherwise unscrupulous persons from attempting to take advantage of the post-flood recovery situation.

Although volunteers were certified and issued badges without charge by the City of Cedar Rapids, their program did not explicitly address volunteer certification. Therefore, language is included that addresses this need. Since many cities do not wish to discourage volunteer assistance by the imposition of a seemingly unnecessary requirement, it is a sensitive provision and should be thought through carefully as to how it might work without posing needless barriers to volunteer efforts before inclusion in a local ordinance.

- 11. Temporary and Permanent Housing.** The Director shall assign staff to work with FEMA, SBA, HUD, the State Emergency Management Agency (or equivalent), and other appropriate governmental and private entities to identify special programs by which provisions can be made for temporary or permanent replacement housing which will help avoid undue displacement of people and businesses. Such programs may include deployment of mobile homes and mobile home parks under the temporary use permit procedures provided in Section 9.6 of this chapter, use of SBA loans and available Section 8 and Community Development Block Grant funds to offset repair and replacement housing costs, and other initiatives appropriate to the conditions found after a major disaster.

Commentary. The issue of post-disaster temporary and permanent replacement housing has grown to one of critical dimensions since Hurricane Katrina. After that event, thousands of households were temporarily housed in trailers for periods far longer than anticipated, under unhealthy conditions due to faulty mobile home design. Relatively little progress has been made since then in finding effective ways by which to handle this issue on a broad scale. This section is essentially a placeholder for language that preferably should be made more specific on the basis of a pre-event plan that anticipates the local levels of housing vulnerability and identifies potential solutions. A great deal more research is needed to find satisfactory solutions for prompt, efficient provision of both interim and replacement housing. With possible downsizing of federal budgets in future years, this issue will become more critical. Also needed is research on feasible incentives for retrofitting a substantial portion of the existing housing stock to reduce vulnerability and risk. This is true in western states susceptible to heightened earthquake risk and for Midwestern and southeastern states under continuing threats of hurricane, tornado, and severe storm damage.

11.1 Demolition of Damaged Historic Buildings. The Director shall have authority to order the condemnation and demolition of buildings and structures damaged in the disaster under the standard provisions of the Municipal Code, except as otherwise indicated below:

11.2 Condemnation and Demolition. Within 5 days after the disaster, the building official [or equivalent] shall notify the State Historic Preservation Officer that one of the following actions will be taken with respect to any building or structure determined by the building official to represent an imminent hazard to public health and safety, or to pose an imminent threat to the public right of way:

- a. Where possible, within reasonable limits as determined by the building official, the building or structure shall be braced or shored in such a manner as to mitigate the hazard to public health and safety or the hazard to the public right-of-way;
- b. Whenever bracing or shoring is determined not to be reasonable, the building official shall cause the building or structure to be condemned and immediately demolished. Such condemnation and demolition shall be performed in the interest of public health and safety without a condemnation hearing as otherwise required by the Municipal Code. Prior to commencing demolition, the building official shall photographically record the entire building or structure.

- 11.3 Notice of Condemnation.** If, after the specified time frame noted in Subsection 8.1 of this chapter and less than 30 days after the disaster, a historic building or structure is determined by the building official to represent a hazard to the health and safety of the public or to pose a threat to the public right of way, the building official shall duly notify the building owner of the intent to proceed with a condemnation hearing within business days of the notice in accordance with Municipal Code Section; the building official shall also notify FEMA, in accordance with the National Historic Preservation Act of 1966, as amended, of the intent to hold a condemnation hearing.
- 11.4 Request to FEMA to Demolish.** Within 30 days after the disaster, for any historic building or structure that the building official and the owner have agreed to demolish, the building official shall submit to FEMA, in accordance with the National Historic Preservation Act of 1966, as amended, a request to demolish. Such request shall include all substantiating data.
- 11.5 Historic Building Demolition Review.** If after 30 days from the event, the building official and the owner of a historic building or structure agree that the building or structure should be demolished, such action will be subject to the review process established by the National Historic Preservation Act of 1966, as amended.

Commentary. A difficult aspect of recovery in older communities is dealing with damaged historic structures. Since these can be very old, measures needed to make them structurally sound may be more difficult and costly than normal. Because of the controversy frequently associated with this issue, vocal opposition may emerge when a badly damaged historical structure is considered for demolition. Therefore, it is wise to have language already in place to guide planning and building officials who may be involved. The National Historic Preservation Act of 1966, as amended, identifies steps that must be taken by a jurisdiction or owner to mitigate public health and safety hazards resulting from disaster-caused damage. The intent is to establish predictable rules by which proposed demolitions, except in extreme cases of danger to the public, can be reviewed by state and federal officials in order to provide time to identify preservation options. The review process is intended to discourage hasty demolition action by local officials when such action may not be justified.

The preceding language is adapted from provisions of the **Uniform Code for the Abatement of Dangerous Buildings**. It provides specific time frames and actions for abatement of hazards created by damage to historic buildings. The important element of judgment here is the establishment of a specific time frame for declaring a structure an imminent hazard to public health and safety justifying immediate demolition without a condemnation hearing. Such time frames are generally from three to five days, though sometimes stretched to ten. After the established time frame, the threat may no longer be justified as imminent and, therefore, the remaining procedures kick in.

12. Severability. If any provision of this chapter is found to be unconstitutional or otherwise invalid by any court of competent jurisdiction, such invalidity shall not affect the remaining provisions, which can be implemented without the invalid provision, and, to this end, the provisions of this ordinance are declared to be severable.

Appendix V: Recommendations

This is a consolidated list of projects identified in each individual RSF Annex for the County to complete as suggested pre-disaster measures.

Recommended Projects			
RSF	Priority Project	Champion	Potential Funding Mechanisms
1	Identify generators for main infrastructure		
1	Create fuel plan		
1	Create disaster security plan	Brantley County Sheriff's Office	
1	Procure pre-disaster contracts for recovery and debris	County Manager	
1	Create communications plan		
1	Develop zoning regulations	Brantley County Planning Commission	
1	Create memorandum of understanding between cities and counties		
1	Create plan for airport use in a disaster		
2	Identify housing areas for on-site contractors		
2	Determine hierarchy of need in terms of re-opening businesses by prioritizing businesses for the utility companies		

3	Ensure there are generators at facilities across the County		
3	Create volunteer lists in case of a disaster		
3	Create patient priority lists in case of evacuation		
3	Make accessible lists of county residents with disabilities		
3	Keep sufficient store of medical supplies		
3	Create EMS triage plan		
3	Create pet sheltering plan and clearance system		
3	Identify ways to communicate if a disaster should occur		
3	Ensure county buildings that will act as shelters are to hurricane standards		
3	Create pre-disaster checklist		
4	Find and designate county owned properties.		
4	Identify potential issues at each sheltering site (i.e. power, water, etc.)		
4	Coordinate food services in shelters with RSF-7		
4	Identify emergency shelters in the County		
4	Coordinate placement of mobile homes from FEMA		

5	Identify list of roads for paving		
5	Apply for grant to obtain debris site		
5	Identify issues within current drainage system		
5	Identify roads and bridges that may flood		
5	Obtain stand-by contract for debris management services		
6	Draft floodplain ordinance	Brantley County	
6	Define historical sites	Brantley County Historical Society	
6	Identify cemetery ordinances	Brantley County Historical Society	
6	Identify floodplain ordinances	Brantley County	
7	Establish VOAD in Brantley County	Brantley County Firefighter's Association	

Appendix VI: Disaster Funding Programs

Federal Pre-Disaster Funding Programs	
Program	Program Purpose
Pre-Disaster Mitigation (PDM)	To assist communities to implement hazard mitigation programs designed to reduce overall risk to the population and structures before the next disaster occurs.
Community Assistance Program State Support Services Element (CAP-SSSE)	To ensure that communities participating in the National Flood Insurance Program (NFIP) are achieving flood loss reduction measures consistent with program direction. The CAP-SSSEE is intended to identify, prevent, and resolve floodplain management issues in participating communities before they develop into problems requiring enforcement action.
Community Development Block Grant (CDBG) (also see post-disaster funding)	To provide for long-term needs, such as acquisition, rehabilitation or reconstruction of damaged properties and facilities and redevelopment of disaster-affected areas. Funds may also be used for emergency response activities, such as debris clearance and demolition, extraordinary increases in the level of necessary public services.
Emergency Management Program Assistance (EMPA)	To administer the Emergency Management Preparedness and Assistance Trust Fund. Within this program is the Municipal Grant Program, in which localities can apply for up to \$50,000 worth of grant money. Also included is the Open Competitive Grant Program in which cities, counties, not-for-profits, etc. can apply for up to \$300,000 in grant money.
The Federal Assistance for Beach Renourishment Program	Provides up to 65% of the costs to renourish beaches and for up to 50 years of periodic maintenance.

Flood Control Projects	To reduce flood damages through projects not specifically authorized by Congress.
Flood Mitigation Assistance	To fund cost effective measures to states and communities that reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other insurable structures.
Flood Plain Management Services	To promote appropriate recognition of flood hazards in land and water use planning and development through the provision of flood and flood plain related data, technical services, and guidance.
Flood Prevention, Emergency Advance Measures	To mitigate, before an event, the potential loss of life and damages to property due to floods.
Grants & Loans for Public Works & Development Facilities	To provide financial assistance for the construction of public facilities needed to initiate and encourage the creation or retention of permanent jobs in the private sector in designated areas where economic growth is lagging.
Hazardous Materials Training Program - Implementation of the Superfund Amendment and Reauthorization Act (SARA) of 1986	To make funding available to support programs of state, local, and tribal governments, and universities to improve emergency planning, preparedness, mitigation, response, and recovery capabilities. These programs must provide a special emphasis on emergencies associated with hazardous chemicals.
Insurance Program, National Flood (NFIP)	To enable individuals to purchase insurance against losses from physical damage to or loss of buildings and or contents therein caused by floods, mudflow, or flood-related erosion, and to promote wise floodplain management practices in the nation's flood prone areas.
Payments to States in Lieu of Real Estate Taxes	To compensate local taxing units for the loss of taxes from federally acquired lands, 75% of all monies received or deposited in the Treasury during any fiscal

	year for the account of leasing of lands acquired by the United States for flood control, navigation and allied purposes, including the development of hydroelectric power, are paid at the end of each year to the States in which such property is situated.
Protection, Clearing and Straightening Channels	To restore channels for purposes of navigation or flood control.
Protection of Essential Highways, Highway Bridge Approaches, and Public Works	To provide bank protection of highways, highway bridges, essential public works, churches, hospitals, schools, and other nonprofit public services endangered by flood caused erosion.
Public Works Impact Projects Program (PWIP) (11.304)	To provide financial assistance in the construction of public facilities for the purpose of providing immediate useful work to unemployed and underemployed persons in designated project areas.
Snagging and Clearing for Flood Control	To reduce flood damage.
Federal Post-Disaster Funding Programs	
Program Name	Program Purpose
Community Development Block Grants (CDBG)/Entitlement Grants	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate-income individuals.
Community Development Block Grants (CDBG)/State's Program	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate-income individuals.
Cora C. Brown Fund	To assist disaster victims for unmet disaster related needs. When Cora C. Brown of Kansas City, Missouri, died in 1977, she left a portion of her estate to the

	Federal Government as a special fund to be used solely for the relief of human suffering caused by disasters.
FEMA Community Disaster Loan Program	The Community Disaster Loan (CDL) Program provides operational funding to help local governments that have incurred a significant loss in revenue, due to a major disaster, that has or will adversely affect their ability to provide essential municipal services. This program provides low-interest loans to augment the loss of tax-revenues.
Disaster Emergency Loans –Farmer Programs	To provide financial assistance to eligible applicants to help them overcome the adverse effects of a natural disaster to their farm operations.
Disaster Reserve Assistance	To provide emergency feed assistance to eligible livestock owners, in a state, county, or area approved by the Secretary or designee, where because of disease, insect infestation, flood, drought, fire, hurricane, earthquake, hail storm, hot weather, cold weather, freeze, snow, ice, and winterkill, or other natural disaster, a livestock emergency has been determined to exist. The program provides assistance to eligible livestock producers for losses of feed grain crops, forage, and grazing.
Economic Injury Disaster Loans (EIDL)	To assist businesses suffering economic injury as a result of certain Presidential, Secretary of Agriculture, and/or Small Business Administration declared disasters.
Emergency Conservation Program	To enable farmers to perform emergency conservation measures to control wind erosion on farmlands, or to rehabilitate farmlands damaged by wind erosion, floods, hurricanes, or other natural disasters and to carry out emergency water conservation or water enhancing measures during period of severe drought.

Emergency Operations Flood Response and Post Flood Response	To provide emergency flood response and post flood response assistance as required to supplement state and local efforts and capabilities in time of flood coastal storm.
Emergency Shelter Grants Program (ESG)	To provide financial assistance to renovate or convert buildings for use as emergency shelters for the homeless. Grant funds may also be used to operate the shelter (excluding staff) and pay for certain support services.
Federal Transit Administration (FTA) Emergency Relief	FTA may provide assistance to public transit operators for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage in an emergency or major disaster.
Federal Highway Administration (FHWA) Emergency Relief	Assistance for the repair or reconstruction of federal-aid highways and roads on federal lands which have suffered serious damage as a result of (1) natural disasters, or (2) catastrophic failures from an external cause.
Natural Resources Conservation Service (NRCS) Emergency Watershed Protection Program	The U.S. Department of Agriculture's NRCS administers the Emergency Watershed Protection Program, which responds to emergencies created by natural disasters. It is not necessary for a national emergency to be declared for an area to be eligible for assistance. The program is designed to help people and conserve natural resources by relieving imminent hazards to life and property caused by floods, fires, windstorms, and other natural occurrences.
Federal Emergency Shelter Grants Program for the Homeless	For the provision of emergency shelter and essential support services to the homeless. Funds may be used for structural improvements to shelters, shelter operating expenses, furnishings and equipment, and other services.

Hazard Mitigation Grant Program (HMGP)	To prevent future losses of lives and property due to disaster; to implement state or local hazard mitigation plans; to enable mitigation measures to be implemented during immediate recovery from a disaster; and to provide funding for previously identified mitigation measures to benefit the disaster area.
FEMA Individual Assistance	FEMA's Individual Assistance Program provides services to individuals and households that are impacted by disasters. These include crisis counseling, disaster unemployment assistance, disaster legal services, and housing assistance.
Small Business Administration (SBA) Disaster Loans	The Small Business Administration (SBA) provides disaster loans to homeowners, renters, businesses, and private nonprofit organizations to repair or replace real estate, property, equipment, inventory and other business assets that have been damaged or destroyed by declared disasters.
FEMA Public Assistance Program	<p>To provide supplemental assistance to States, local governments, and certain private nonprofit organizations to alleviate suffering and hardship resulting from major disasters or emergencies declared by the President. Public Assistance (PA) provides funding for the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster. Eligible applicants at the county level include local governments and certain private non-profit (PNP) organizations. Eligible PNP's include educational, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities, utilities, and other PNP facilities which provide essential governmental services to the general public. PA funds may not be used when other funding sources are available, such as insurance, to avoid the duplication of benefits.</p> <p>To be eligible, funding must be required as a result of a major disaster event, be located within the designated</p>

	<p>disaster area, and be the legal responsibility of the eligible applicant. Public Assistance funding is provided in 7 categories:</p> <ul style="list-style-type: none"> • Emergency Work: <ul style="list-style-type: none"> ○ Category A: Debris Removal ○ Category B: Emergency Protective Measures • Permanent Work: <ul style="list-style-type: none"> ○ Category C: Roads and Bridges ○ Category D: Water Control Facilities ○ Category E: Buildings and Equipment ○ Category F: Utilities ○ Category G: Parks and Recreational Facilities
<p>U.S. Department of Labor (DOL) National Emergency Grants (NEG)</p>	<p>NEGs temporarily expand the service capacity of Workforce Investment Act Dislocated Worker training and employment programs at the State and local levels by providing funding assistance in response to large, unexpected economic events that cause significant job losses.</p>