



Disaster Recovery and Redevelopment Plan

Adopted Camden County BOCC

February 5, 2019

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Camden County *Georgia*
Award-Winning Government



How to Use This Plan



Preparedness

- Understand the process and flow of recovery and redevelopment operations (**Section 1**)
- Understand the hazards that threaten the county and their potential impacts (**Section 2**)
- Collaboratively implement resilience-building recommendations (**Section 3**)
- Understand the limitations of the disaster recovery and redevelopment plan (**Section 4**)
- Know your roles and responsibilities (**Section 6**)
- Understand how recovery and redevelopment operations are conducted (**Section 7**)
- Learn how to finance disaster recovery and redevelopment (**Section 8/Appendix 4**)
- Prepare to establish and run a locally-managed Disaster Recovery Center (**Appendix 5**)
- Maintain the Disaster Recovery and Redevelopment Plan and participate in training and exercises (**Section 9**)

Recovery and Redevelopment



- Support the achievement of the county's vision for success and avoid challenges revealed during previous disasters (**Section 5**)
- Perform duties as assigned (**Section 6/Recovery Support Function Overview**)
- Conduct recovery and redevelopment operations across the short-term, intermediate, and long-term phases of recovery and redevelopment (**Section 7**)
- Maintain accurate records and support finance operations (**Section 8**)
- *Local Disaster Recovery Manager*: Determine which Recovery Support Functions should be activated (**Appendix 1**)
- *Local Disaster Recovery Manager*: Perform duties as assigned (**Appendix 2**)
- *Recovery and Redevelopment Committee*: Review available media outlets and develop an approach to messaging the community (**Appendix 3**)
- Evaluate the need for or value of implementing a disaster recovery ordinance to enforce or temporarily remove building regulations (**Appendix 6**)
- Establish and run a locally-managed Disaster Recovery Center (**Appendix 5**)



Return to Preparedness

- Ensure that relevant records are maintained properly (**Section 8.2**)
- Participate in after-action reporting and support the revision of the disaster recovery and redevelopment plan, appendices, and annexes, as needed (**Section 9**)
- Know your roles and responsibilities (**Section 6**)
- Revise resilience-building recommendations based on lessons learned, updated community values, or other shifts in the community's vision of the future (**Section 3**)



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Record of Changes

As this plan is updated during future planning iterations, **Table 1** is intended to capture changes made to the document. Each line identifies the change made, who made the revision, the modified section or subsection, and the date of revision.

Table 1: Revision List

#	Change Description	Authorized Editor's Name	Section #	Date
1	Review	C. White	All	2/27/2020
2				
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1 Introduction

To effectively navigate the many complexities of disaster recovery and redevelopment, members of the public and private sector collaboratively developed the Camden County Disaster Recovery and Redevelopment Plan. This plan provides a framework to guide and support decision-making and implementation of recovery and redevelopment operations for natural and human-caused disasters.

1.1 Purpose

This plan is intended to empower Camden County and its residents to effectively recover from disasters to become more resilient to stresses and shocks in the future. The primary goals of the plan are as follows:

- ❖ Clarify roles and responsibilities and provide tools and templates for Camden County to organize, manage, and facilitate countywide recovery and redevelopment activities.
- ❖ Secure the future of the county by assessing existing plans, policies, and procedures to identify gaps between existing strengths, weaknesses, and future goals.
- ❖ Enhance the county's resilience by strategically identifying steps Camden County can take to restore its population, economy, buildings and infrastructure, health and social services, and natural and cultural resources to desired conditions as soon as possible after a disaster.
- ❖ Enable coordination with local, state, federal government agencies, non-governmental organizations, and the private sector.

1.2 Scope

This plan applies to Camden County, its municipal jurisdictions, and partner organizations in the public, private, and non-governmental sectors, including those assigned to Recovery Support Functions (RSF).

The Disaster Recovery and Redevelopment Plan provides a scalable and flexible organizational framework and decision-making tools that may be effectively deployed against unknown and unpredictable threats. The Disaster Recovery and Redevelopment Plan is not a tactical plan or field manual.

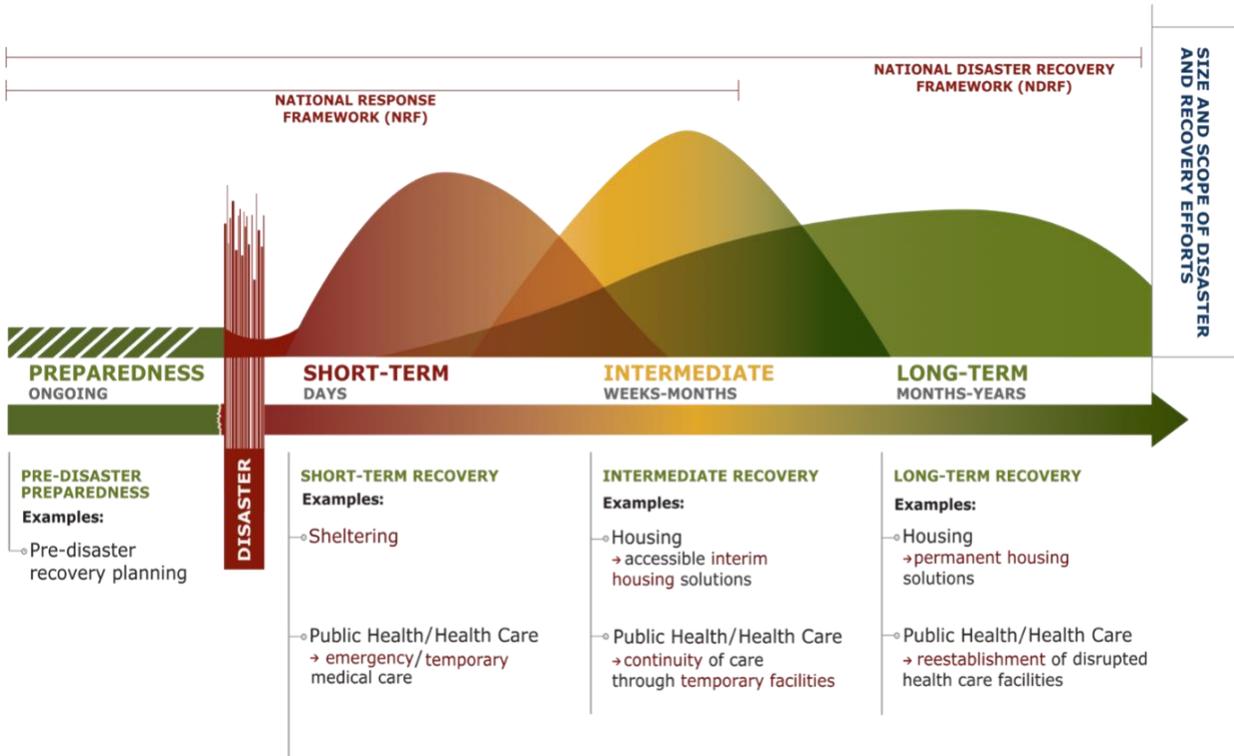
The concepts and principles in this plan may apply to any incident, whether natural or man-made, that results in the need for recovery and/or redevelopment operations. The Disaster Recovery and Redevelopment Plan may be activated regardless of whether a governor's state of emergency or presidential disaster declaration has been issued. Additionally, it is not required that all components of the plan be activated at once; the activation level is subject to change with the severity of the incident.



1.3 Recovery and Redevelopment Process

The following section is intended to provide a high-level overview of the disaster recovery and redevelopment process in order to help stakeholders and plan owners anticipate the phases of a disaster. **Figure 1** presents an overview of the disaster timeline, while the following sections describe each phase in greater detail.

Figure 1: Recovery and Redevelopment Timeline

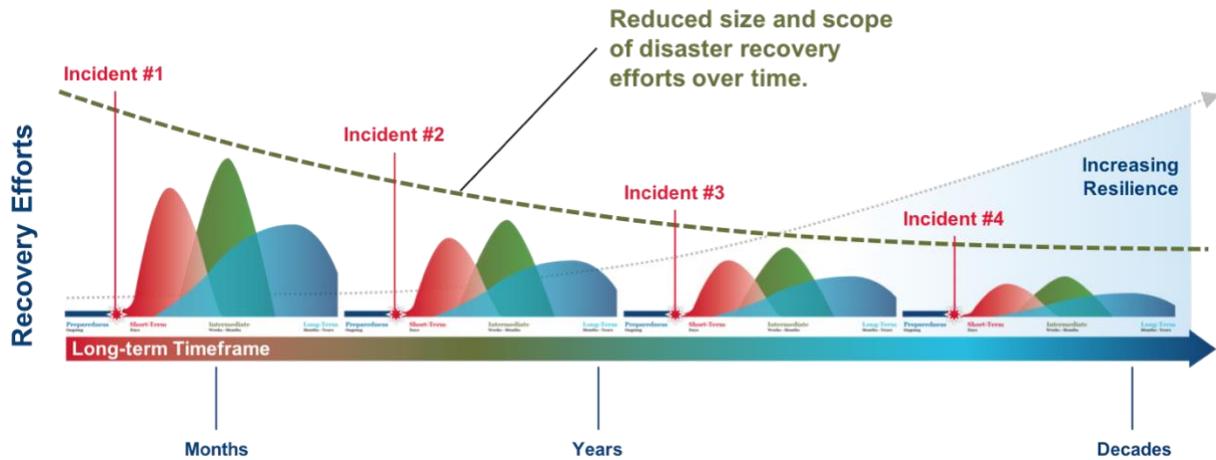


1.3.1 Resilience

Resilience is about the long-term view of a community and is achieved by imagining success 50 to 100 years in the future and working towards it with regular rhythm. By clearly defining and systematically implementing resilient policies and practices, resilience becomes part of the fabric of community members’ daily activities. Resilience-building requires a focus on sustainable growth, development (and redevelopment), and hazard mitigation in order to ensure that the community is poised to rebound faster and more efficiently with each subsequent disaster (see **Figure 2**).

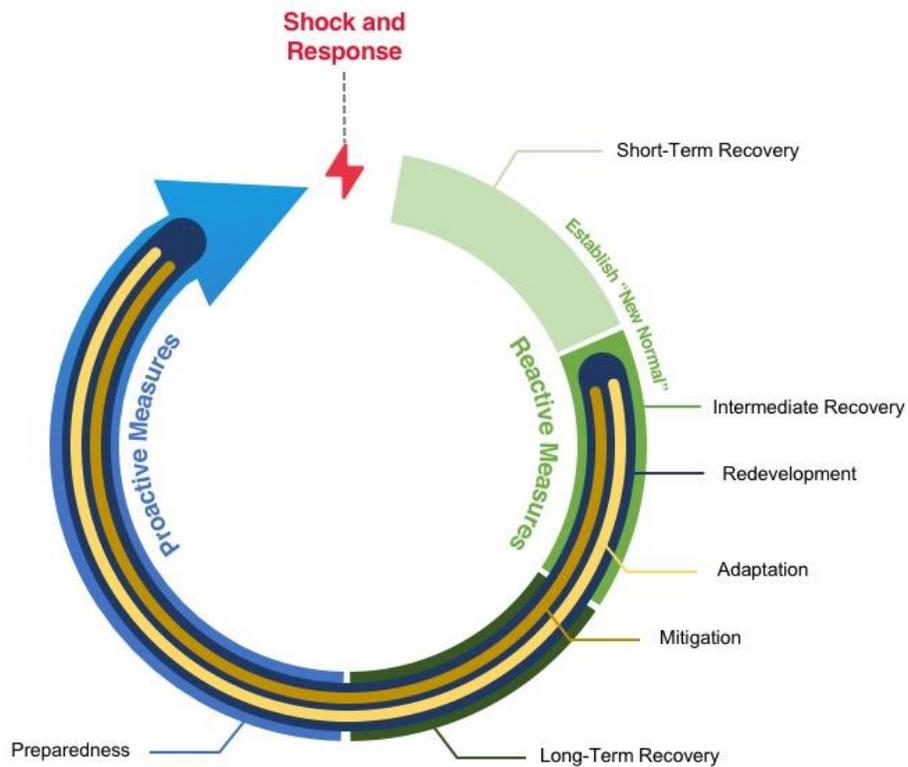


Figure 2: Resilience Timeline



However, resilience cannot be static, as shocks and stressors in a community will inevitably evolve over time. A community’s resilience also relies upon actively revisiting measurements, goals and objectives, to ensure the path taken is the ultimate path desired, and if not, to course correct. **Figure 3** represents the relationship between recovery, redevelopment, hazard mitigation, and resilience-building.

Figure 3: Resilience and the Recovery and Redevelopment Process



1.3.2 Preparedness

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

1.3.3 Shock, Response, and Transition to Recovery Operations (Recovery Activation)

- ❖ Incident Contained? No.
- ❖ Duration: A few days, at most a few weeks after incident.

A natural or human-caused shock or stressor may trigger reactive measures, starting with response operations. As the incident progresses, the frequency of response activities will eventually decrease while recovery activities increase. The Camden County Emergency Management Director will determine whether to activate the Disaster Recovery and Redevelopment Plan based on his or her assessment of the need for continued recovery operations.

1.1.1.1 Short-Term Recovery

- ❖ Incident Contained? Mostly.
- ❖ Duration: Weeks after incident.

Short-term recovery activities include addressing health and safety needs beyond safeguarding life safety, assessing the scope of damage and needs, and restoring basic infrastructure.

1.1.1.2 Intermediate-Term Recovery

- ❖ Incident Contained? Mostly or completely.
- ❖ Duration: Months after incident.

Intermediate-term recovery activities include facilitating re-entry after evacuation, reuniting families within the community, redeveloping buildings and infrastructure, and returning essential government or commercial services to a functional state. Short- and intermediate-term recovery operations often overlap.

1.1.1.3 Long-Term Recovery

- ❖ Incident Contained? Yes.
- ❖ Duration: Months to years after an incident.

During the long-term recovery process, it is important for communities to understand that it is not possible to return to a “normal” state. Conditions following a catastrophic event will leave lasting impacts on the community and its citizens.



For this reason, the goal of long-term recovery and redevelopment is to return to a “new normal” after a disaster or emergency, including restoring economic activity and redeveloping facilities, infrastructure, and housing. Long-term recovery can last several months to years.

Long-term recovery will be guided with a vision of sustainability and increased community resilience to decrease the community’s future vulnerability to natural and human-caused disasters. Accordingly, this process may take years and should be flexible enough to accommodate new ideas and best practices.

1.3.4 Redevelopment

Redevelopment involves rebuilding degraded, damaged, or destroyed buildings and infrastructure (natural, social, or physical) to create the foundation for long-term development and resilience by using multiple funding streams to complete improvement projects. Redevelopment planning requires assessing the county’s previous efforts to think through disaster redevelopment in the natural and built environment, consolidating information about those processes, and articulating a path forward based on the community’s values and gaps in order to capitalize on the unique opportunities that arise in a post-disaster environment.

Redevelopment will most likely start when the community progresses into intermediate recovery operations. Mitigation and adaptation are processes that should occur as part of disaster redevelopment, to increase a community’s resilience to future disasters.

1.1.1.4 Mitigation

Mitigation actions are those that prevent or reduce a community’s vulnerability to long-term shocks and stressors, with the aim to lessen their impact. Examples of mitigation actions include:

- ❖ Implementing programs that prevent wealth disparity in the community.
- ❖ Creating mandates that regulate the transportation of hazardous materials and decrease the possibility of spills or leakages.
- ❖ Developing community health improvement plans.
- ❖ Creating zoning or land use policies that protect local natural resources.
- ❖ Creating an awareness program that educates community members about the location of threats and hazards.

1.1.1.5 Adaptation

Adaptation strategies are those activities that reduce a community’s vulnerability to the inevitable impacts of acute shocks and long-term stressors. Examples of adaptation strategies and associated actions include:

- ❖ Incorporating longer climate predictions in land use planning.
- ❖ Incorporating sea level rise into new infrastructure plans (e.g., water and wastewater systems).
- ❖ Applying Green Infrastructure Strategies, such as systems that collect and discharge rainfall in a controlled manner (e.g., Blue Roof).



- ❖ Modifying land use practices by updating fire models and practicing fire management plans.



2 Situation Overview

Camden County is the 41st largest county in Georgia by population, recorded at 50,513 residents during the 2010 census. The county includes three incorporated cities: St. Marys, Kingsland, and Woodbine. St. Marys is the county's largest city with a population of 18,088 and Kingsland is the second largest city with a population of 16,720. Woodbine is the county seat.

Camden County is located in the southeast corner of the State of Georgia. It is bordered by the Atlantic Ocean in the East, Nassau County, Florida, in the South, Glynn County in the North, Brantley County in the Northwest, and Charlton County in the West. It has a total square mileage of 782 square miles, making it the 11th largest county in Georgia by area. The county has one protected area, the Cumberland Island National Seashore, a barrier island on Camden County's Atlantic coast. Camden County's largest industries are public administration, retail trade, and accommodation and food service, which comprise a total of 7,824 jobs in the county. The county also has a large military presence, due to the King's Bay Naval Base, which is adjacent to the City of St. Marys.

2.1 Hazard Risk Overview

The purpose of the Hazard Assessment is to help stakeholders understand the types of hazards Camden County is likely to face. By understanding these hazards, Camden County can build resistance to them.

Error! Reference source not found. highlights the primary hazards that may impact Camden County, including an estimation of the likelihood and their projected impacts. The "Likelihood" category in the table is based on the estimated annual probability of occurrence, which is calculated using historical data.

- ❖ **Possible:** 0.01 – 30 percent annual probability
- ❖ **Likely:** 30.01 – 60 percent annual probability
- ❖ **Highly Likely:** 60.01 – 100 percent annual probability

Unless stated otherwise, the hazard information presented is based on the Camden County Joint Hazard Mitigation Plan Update.¹

¹ The *Camden County Joint Hazard Mitigation Plan Update 2016-2021*, can be retrieved at: <http://www.camdencountyga.gov/DocumentCenter/View/8809/2016-Hazard-Mitigation-Plan-Update>.



Table 3: Camden County Hazard Risk Overview

Hazard	Likelihood	Projected Impacts
NATURAL HAZARDS		
<p>COASTAL EROSION</p> <p>Coastal erosion is the wearing away of ocean shoreline. This can occur either through natural or man-made causes.</p> <p>Sea level rise causes significant coastal erosion by increasing the frequency of nuisance flooding and amplifying the effects of tidal surge during hazard events such as hurricanes or other wind events.</p> <p>Based on U.S. Army Corps of Engineers mid-level (i.e., neither worst-case nor extremely conservative) projections, 3.1 feet of sea level rise along Camden County’s shoreline is expected by 2100. This translates to one percent cumulative risk of at least one flood exceeding four feet by 2030, a 14 percent risk by 2050, and a 100 percent risk by 2100.</p>	Possible	<ul style="list-style-type: none"> ❖ Weakening of structural support for coastal buildings and homes ❖ High cost of shoreline rehabilitation to match pre-disaster conditions ❖ Erosion of beaches and public green spaces ❖ Displacement of coastal residents due to property losses ❖ Loss of functionality or use of critical infrastructure located along shoreline
<p>DROUGHT</p> <p>Drought is a normal, recurrent deficiency of precipitation over an extended period (usually a season or more).</p> <p>Drought conditions affect the cultivation of crops as well as water availability and water quality. Drought conditions also make grass, brush, and trees more likely to ignite, increasing the risk of wildfires.</p> <p>Since 1950, droughts were recorded three times in Camden County, but may increase in frequency based on current global climate trends.²</p>	Possible	<ul style="list-style-type: none"> ❖ Loss of or damage to agricultural crops ❖ Limited water consumption/use ❖ Damage to wildlife ❖ Requesting water resources from neighboring counties ❖ Increased risk of wildfires

² Source available at: <https://www.climate.gov/news-features/climate-ga/does-global-warming-mean-it%E2%80%99s-warming-everywhere>.



FLOODING	<p>Flooding can injure/kill individuals caught in the water, snap trees, destroy structures, and damage construction materials and building contents. Floodwaters can carry debris and contaminants (e.g., oil). The following types of flooding are likely to impact Camden County:</p> <ul style="list-style-type: none"> ❖ Flash floods are generally caused by periods of intense rainfall over a short duration and can occur with little warning. ❖ Riverine floods occur near rivers or bayous with large drainage basins. This flooding typically occurs for an extended duration over a large area. ❖ Coastal floods, or the inundation of land areas along the coast, is caused by higher than average high tide and worsened by heavy rainfall and onshore winds (i.e., wind blowing landward from the ocean).³ ❖ Storm surge is an abnormal rise in water level in coastal areas, over and above the regular astronomical tide, caused by forces generated from a severe storm's wind, waves, and low atmospheric pressure. <p>Within Camden County, flooding has caused significant damage on several occasions.</p>	Likely	<ul style="list-style-type: none"> ❖ Property damage from water damage and debris flow ❖ Displaced residents requiring temporary shelter or interim or permanent housing solutions ❖ Public health consequences due to contamination ❖ Loss of critical infrastructure
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³ Information provided by the National Severe Storms Laboratory, accessible at: <https://www.nssl.noaa.gov/education/svrwx101/floods/types/>.



<p style="text-align: center;">HURRICANE</p>	<p>Hurricanes (and coastal storms) bring damaging winds, storm surges that can produce coastal flooding effects, heavy rains that can result in inland flooding, and sometimes tornadoes.</p> <p>Camden County is bound entirely by the Atlantic Ocean to the east, featuring extensive coastal riverways, bays, sounds, estuaries, marshes, and islands. Consequently, Camden County is vulnerable to storm surges generated by hurricanes, in addition to high winds and inland flooding.</p>	<p style="text-align: center;">Possible</p>	<ul style="list-style-type: none"> ❖ Wind damage to buildings and critical facilities ❖ Loss of critical infrastructure due to wind damage and debris ❖ Flood-related damages ❖ Displaced residents seeking shelter ❖ Increased traffic congestion along major transportation routes (due to evacuation/re-entry)
<p style="text-align: center;">TORNADO</p>	<p>Tornadoes (and windstorms/hailstorms) are violently rotating columns of air that often extend from the base of a thunderstorm and connect with the ground. Tornadoes have an average width of 900 to 1,500 feet.</p> <p>Extreme winds produced by tornadoes can cause casualties and highly localized catastrophic damage to structures, especially in developed and populated areas. Paths of tornadoes also vary in length from a single point of land to upwards of 100 miles. Tornadoes may last for as little as a few minutes or as long as a few hours.</p>	<p style="text-align: center;">Highly Likely</p>	<ul style="list-style-type: none"> ❖ Casualties caused by extreme winds and flying debris ❖ Wind damage to residential and commercial buildings ❖ Displaced residents seeking shelter ❖ Loss of critical infrastructure such as roads and powerlines due to wind damage and debris
<p style="text-align: center;">WILDFIRES</p>	<p>Wildfires are non-structural, uncontrolled fires that are fueled by dry weather, high winds, and dry underbrush.</p> <p>The geography and natural conditions of the county increase the likelihood of wildfires because such a large portion of the county is wooded.</p>	<p style="text-align: center;">Highly Likely</p>	<ul style="list-style-type: none"> ❖ Residential and commercial property loss ❖ Impacts to industry (e.g., commercially grown pine trees) ❖ Costs of extensive firefighting operations ❖ Health hazards (e.g., smoke inhalation) ❖ Displaced residents requiring temporary shelter



SEA LEVEL RISE	<p>Sea level rise is projected to accelerate this century. There is strong evidence that global sea level gradually rose in the 20th century and is currently rising at an increased rate, after a period of little change between AD 0 and AD 1900. The two major causes of global sea level rise are thermal expansion of the oceans (water expands as it warms) and the loss of land-based ice due to increased melting.⁴</p>	Highly Likely	<ul style="list-style-type: none"> ❖ Gradual loss of developed shoreline ❖ Increased or new risk of high tide ❖ Marsh/wetland migration ❖ Increased frequency of flooding events
HUMAN-CAUSED HAZARDS			
CYBER-ATTACKS	<p>Cyber-attacks are sophisticated means of infiltrating a digital network through methods such as malware and phishing schemes to expose sensitive data or compromise digital infrastructure.</p>	Possible	<ul style="list-style-type: none"> ❖ Theft of sensitive data ❖ Temporary shutdown of important websites ❖ Shutting down of essential infrastructure and cascading effects
CIVIL DISTURBANCE	<p>Civil disturbance includes acts of violence and disorder such as unlawful obstructions, insurrections, protest, or civil disobedience detrimental to the public law and order.</p> <p>The extent of a civil disturbance threat is directly related to the number of individuals involved and the degree to which violence and/or looting occurs.</p>	Possible	<ul style="list-style-type: none"> ❖ Can possibly impede vehicular traffic ❖ Can possibly disrupt normal operations within area ❖ Increased law and other first responder resources ❖ Media attention

⁴ Resource available at: <https://aamboceanservice.blob.core.windows.net/oceanservice-prod/education/pd/climate/factsheets/issea.pdf>.



<p style="text-align: center;">HAZARDOUS MATERIAL SPILL</p>	<p>Hazardous material spills can be caused by transportation accidents, improper maintenance of transportation vessels, poorly maintained infrastructure and storage facilities, or natural disasters. Hazardous materials are substances that are harmful to the health and safety of people, animals, and the environment, either directly or through indirect means.</p> <p>Camden County has over 25 miles of commercial rail line throughout the county, which often have trains transporting hazardous substances to and from Florida. Additionally, hazardous materials are transported regularly through the county via I-95.</p>	<p style="text-align: center;">Highly Likely</p>	<ul style="list-style-type: none"> ❖ Evacuation of area in proximity to hazardous material spill ❖ Closure of area around spill ❖ Potential decontamination procedures for citizens or animals exposed to hazardous substance ❖ Long-ranging consequences of contamination
<p style="text-align: center;">TERRORISM</p>	<p>Terrorism is defined as "the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives."</p> <p>Terrorist acts can occur through many methods such as gunfire, explosions, and biological weapons.</p>	<p style="text-align: center;">Possible</p>	<p>Due to the nature of a terrorist attack it is difficult to identify projected impacts. Some impacts could include the following:</p> <ul style="list-style-type: none"> ❖ Mass casualty incident ❖ Federal investigation ❖ Potential decontamination procedures for citizens or animals exposed to hazardous substance



3 Resilience Assessment

The purpose of the Resilience Assessment is to assess Camden County’s previous efforts to think through disaster redevelopment in the natural and built environment, consolidate data points, and articulate a path forward based on the community’s values and gaps in order to capitalize on the unique opportunities that arise in a post-disaster environment. To achieve this aim, the Resilience Assessment will:

- ❖ Assess the county’s vulnerabilities;
- ❖ Evaluate the county’s capacity to deal with those vulnerabilities, and
- ❖ Provide targeted recommendations to reduce vulnerability or increase capacity.

The organization of the Resilience Assessment will be based on the approach identified in the article, “Measuring Community Resilience: The Role of the Community Rating System (CRS)” by Ajita Atreya and Howard Kunreuther, which provides guidelines for assessing each of the six capitals: Human, Social, Physical, Natural, Financial, and Political.⁵ Definitions for the six capitals are depicted in **Table 4**. The outcome will be a prioritized series of recommendations, rather than a characterization of the recommendation by one of the four resilience indicators described in the article. This is motivated by a desire to provide the planning community with actionable recommendations.

The data points used to perform this assessment are based on data sources that are publicly available and combine local, state, and national level resources to communicate, at a high-level, the community’s strengths and areas for improvement, so the planning team could generate recommendations to improve resilience in those areas. Some of the primary data sources include:

- ❖ Local plans, policies, and procedures (e.g., hazard mitigation plans, comprehensive plans, strategic plans);
- ❖ United States Census Bureau Data;
- ❖ FEMA’s Mitigation Framework Leadership Group, community resilience indicators;
- ❖ NOAA’s Coastal Flood Exposure Mapper.

Some data points are not available at a local level, but are available based on state or national averages, which is why, at times, wide ranges may exist, or data may be incomplete. The findings of this assessment were validated with stakeholders, and where possible, updated with information from resources suggested by the community.

⁵ Available at: http://opim.wharton.upenn.edu/risk/library/WP201607_Measuring-Community-Resilience-CRS.pdf.



Table 4: Capital Indicator Definitions

Capital Indicator Definitions	Examples
<p>Human. Refers to skills, knowledge, health, and access to labor that enable people to cope with and recover from the impacts of hazards.</p>	<ul style="list-style-type: none"> ❖ Education ❖ Healthcare ❖ Knowledge about hazards ❖ Awareness of community resources ❖ Employment rates
<p>Social. Reflects networks and connectedness that increase people’s trust and ability to work together and expand their access to wider institutions, such as political or civic bodies.</p>	<ul style="list-style-type: none"> ❖ Number of and roles played by non-profit organizations ❖ Voluntary associations ❖ Participation in religious or social groups
<p>Physical. Refers to infrastructure such as electricity, water, and transportation lifelines and the built environment of a community such as residential, commercial, and public buildings.</p>	<ul style="list-style-type: none"> ❖ Critical infrastructure ❖ Telecommunications ❖ Number of temporary shelters (e.g., schools) ❖ Non-mobile homes ❖ Buildings constructed to code
<p>Natural. There is wide variation in the resources that make up natural capital, ranging from intangible public goods such as the atmosphere and biodiversity, to divisible assets used directly for production (trees, land, etc.).</p>	<ul style="list-style-type: none"> ❖ Natural resource management ❖ Presence of wetlands ❖ Undeveloped lands (e.g., parks, forests) ❖ Organizations with a preservation or conservation focus
<p>Financial. Denotes the financial resources at the household and community levels that can support the community’s resilience goal.</p>	<ul style="list-style-type: none"> ❖ Savings and investments ❖ Access to credit, wealth (property) ❖ Regular income (e.g., wages, retirement) ❖ Insurance and funds to invest in mitigation ❖ Diversity of industry ❖ Presence of tourism industry
<p>Political. Political capital refers to the ability to influence resource utilization and decision-making, engage state and federal agencies in the projects, discover new funding sources, and possess the leverage to foster resilience.</p>	<ul style="list-style-type: none"> ❖ Number of governments and special districts ❖ Planning capacity ❖ Zoning policies ❖ Voter participation ❖ Success of statewide political initiatives ❖ State or federal grants awarded to county ❖ Establishment of resilience, recovery, or redevelopment staff positions



The resulting recommendations will be prioritized as one of the following:

- ❖ **Immediate Action**, to be completed in less than one year
- ❖ **Short-Term Action**, to be completed in one to three years
- ❖ **Long-Term Action**, to be completed in four years or more

Where possible or applicable, potential funding mechanisms were identified in order to help the community identify a general path toward implementation/completion. Three general categories of funding are identified, which are also described in **Section 8** of the Disaster Recovery and Redevelopment Plan: (1) local reserves and credit; (2) state and federal resources; (3) private-sector and non-profit resources; and (4) county and city employee staff time.⁶

3.1 Human

Human capital refers to skills, knowledge, health, and access to labor that enable people to cope with and recover from the impacts of hazards. To assess human capital indicators in Camden County, **Table 5** identifies key demographics and indicators of human capital. These values were collected from the United States Census Bureau.

⁶ A comprehensive list of pre-disaster and post-disaster federal fiscal resources can also be found in Appendix II of the Georgia Post-Disaster Recovery and Redevelopment Planning Guide.



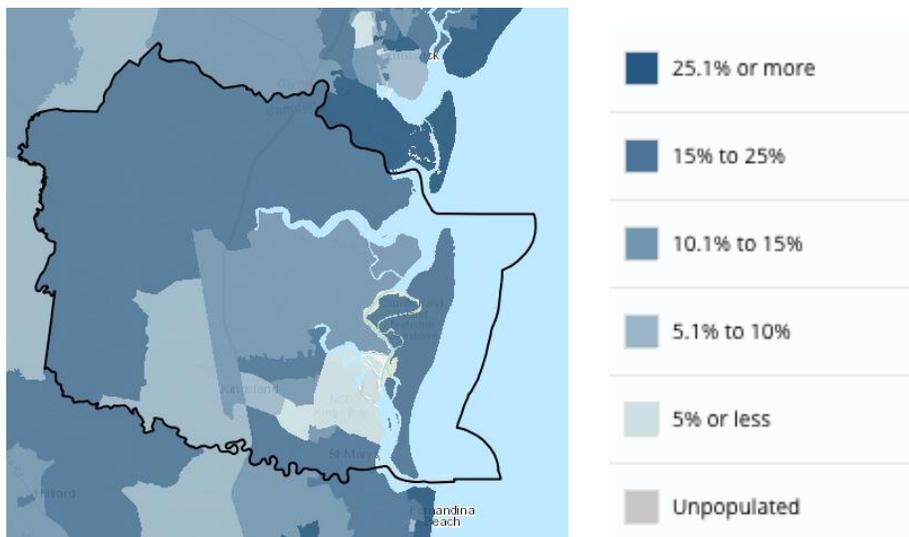
Table 5: Demographic Overview

Demographic Statistic	Percent of Population, Camden County	Percent of Population, Georgia
Persons over 65 years of age	12.9	12.3
High school graduates (aged 25 years and over)	91.0	85.8
Bachelor’s Degree or Higher (aged 25 years and over)	22.6	29.4
Persons with a disability (aged 16 years and over)	8.4	8.3
Persons without health insurance (civilian noninstitutionalized population)	13.2	15.8
Employed (aged 16 years and over, in labor force)	65.3	62.9
Individuals below poverty level (all people)	14.0	17.8

There is one hospital/medical care center in the county, located in a flood-vulnerable area, and there are 33 to 68 primary care physicians per 100,000 residents.⁷

Though a small percentage of the overall population in Camden County is over age 65 (and therefore more vulnerable to the impacts of acute shocks or chronic stressors), this population is (1) growing and (2) concentrated in areas that are prone to the impacts of coastal hazards, such as flooding and sea level rise. The darkest shades of blue in **Figure 4** represent areas where 15 to 25 percent of the population comprises aging citizens.⁸

Figure 4: Concentration of Elderly Residents (65 and Older), Percent



A majority of the county is employed, but it is possible that a disaster could negatively impact residents’ ability to work by damaging, destroying, or limiting access to their workplace. Some of

⁷ Retrieved from: <https://www.fema.gov/community-resilience-indicators>.

⁸ Figures 4, 5, 6, 7, 10, and 11 retrieved from: <https://coast.noaa.gov/floodexposure/#/splash>.



the most devastating disaster impacts to a community include the loss of income due to business interruption and the loss of jobs as a result of business closures. **Figure 5** shows the concentration of employees across the county, where the darkest shade of green represents areas containing 1,000 or more employees.⁹

Figure 5: Concentration of Employees, Number of Employees

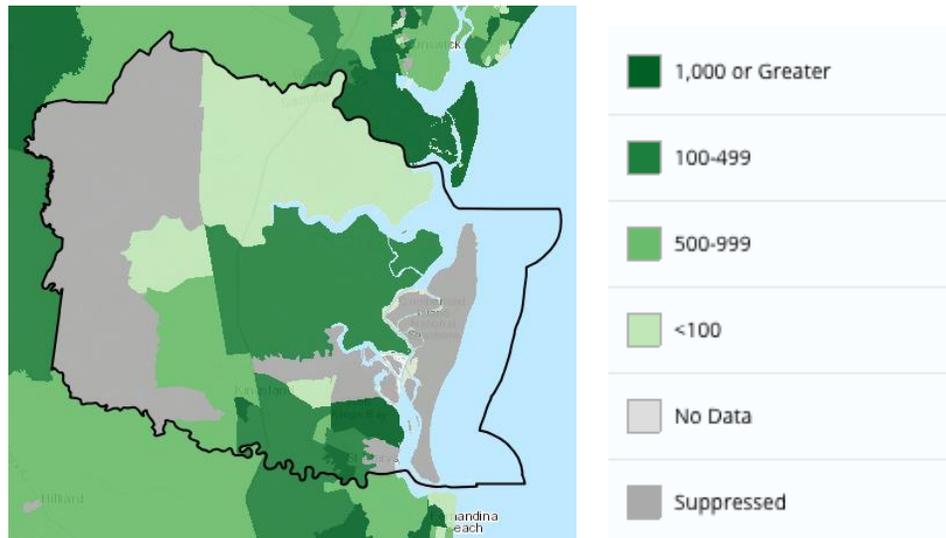


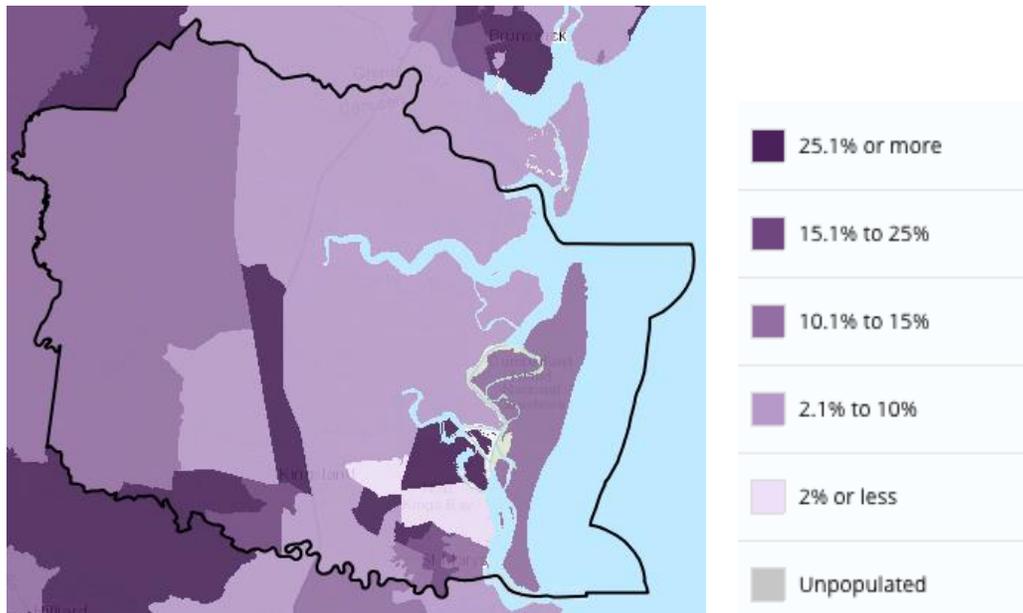
Figure 6 shows the percentage of people living below the poverty line (e.g., four-person family with annual cash income below \$23,283). People in poverty may not have adequate resources to prepare for or respond to hazards. Their limitations may include substandard housing, lack of transportation to evacuate, lack of social support systems, and incomes that limit their ability to afford temporary lodging, relocation, or housing improvements. Another indicator of poverty is the number, or percent, of children receiving free or reduced lunch in a school district and/or county. Of the twelve schools in Camden County, six of them provided free or reduced lunches to greater than 50 percent of students during fiscal year 2017.¹⁰

⁹ During the planning process, community stakeholders indicated that this figure may not accurately represent the flux of individuals who commute into Camden County to work at King’s Bay Naval Base. The study referenced by stakeholders was not located online at the time this assessment was published.

¹⁰ Retrieved from: <http://www.dec.al.ga.gov/documents/attachments/17FreeRedQualSchools.pdf>.



Figure 6: Concentration of Persons Living Below the Poverty Line, Percent



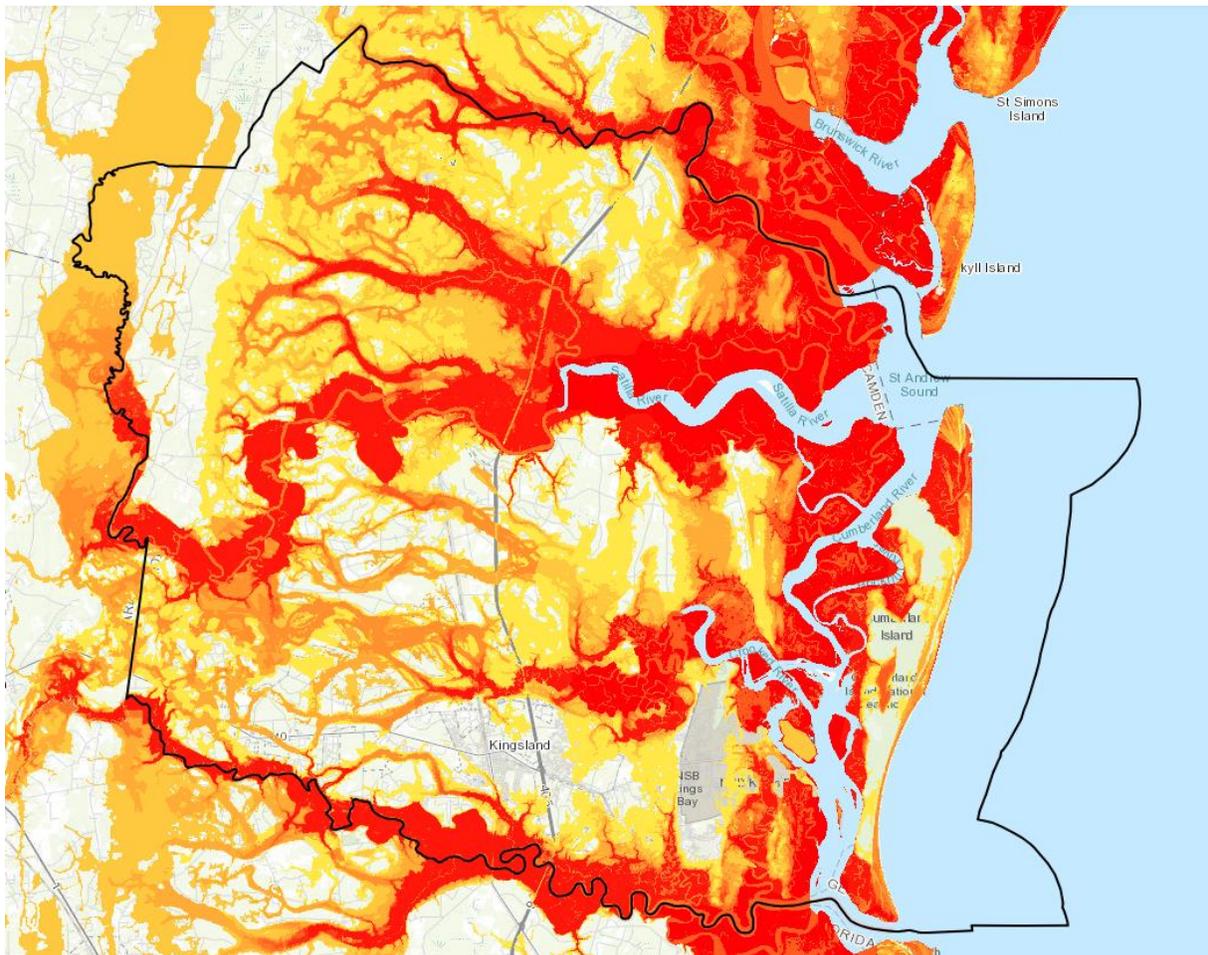
All the areas in **Figures 4, 5, and 6** where vulnerable populations are concentrated are also extremely vulnerable to flood hazards. **Figure 7** represents a composite view of all flood hazards in the county, including:

- ❖ High tide flooding
- ❖ High-risk and moderate-risk flooding (designated by FEMA)
 - FEMA Zones (percent annual chance): V zone (1 percent) & A zone (1 percent) & 0.2 percent
- ❖ Storm surge for Category 1, 2, and 3 hurricanes
- ❖ Sea level rise scenarios of 1, 2, and 3 feet

The darker the color on the map, the more flood hazard zones there are for that area.



Figure 7: Composite Flood Hazard Map



The Camden County Emergency Management Agency has a website for their agency, which provides links to social media and informational resources about disasters. There are approximately 8,000 account followers and Camden Emergency Management regularly updates preparedness information and campaigns. Some of these campaigns encourage citizens to sign up for the emergency notification program “CodeRED.” According to the National Weather Service, Camden County is a StormReady county.¹¹ There is a Community Emergency Response Team chapter within the county; however, the frequency of activity is unknown.

3.1.1 Assessment and Recommendations

The following table summarizes the county’s strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

¹¹ Retrieved from: <https://www.weather.gov/stormready/ga-sr>.



Table 6: Human Capital Assessment and Recommendations

Strengths		Areas for Improvement
<ul style="list-style-type: none"> ❖ A majority of Camden residents are educated, and can therefore read and understand guidance about disasters, their impacts, or assistance that is available after an event takes place. ❖ Greater than half of the population is employed, which may increase their personal financial resilience to future disasters or impacts. ❖ Only a small portion of the county is without access to health insurance, meaning that most residents will have access to healthcare that is partially reduced in costs. ❖ The county has infrastructure to supporting messaging residents about hazards and provides access to important information about disaster preparedness. ❖ A small portion of the county is experiencing poverty. 	<ul style="list-style-type: none"> ❖ Residents living in rural residential areas may have a difficult time receiving communications about disaster preparedness and resiliency. ❖ There is limited access to healthcare across the county (in number of facilities and proportion of care providers). ❖ The areas with the highest concentrations of people experiencing poverty, elderly residents, and employees/jobs are extremely susceptible to coastal hazards. ❖ Though most citizens are employed, the workforce is not highly skilled or specialized. ❖ During disaster events with a regional impact, larger news outlets (such as those from Jacksonville, Florida, and Savannah, Georgia) can at times take precedence of messaging in Camden County. 	
Recommendations		
Priority	Recommendation	Potential Funding Mechanism
<p>Short-Term</p>	<p>Coordinate with local leadership and media outlets in northeast Florida to establish an approach to improve messaging in areas where Jacksonville news outlets may overwhelm messaging in Camden County. The northern part of Camden County receives most of its news from Savannah, Georgia news outlets and similar relationships should be established with these news outlets to better facilitate messaging in Camden County. The Northeast Florida Regional Council’s Managing Director of Policy and Planning may be able to facilitate the creation of a policy or approach to overcome the identified challenge. As part of this coordination, look at ways to target hard-to-reach areas, such as west of Kingsland and north of Woodbine, with messaging and communications.</p>	<p>County and city employee staff time</p>



Short-Term	Develop a media campaign about emergency preparedness, recovery, and redevelopment. Use social media, face-to-face outreach mechanisms, public service announcements, mailings, and radio advertisements to reach the most vulnerable communities as well as residents in rural areas. Leverage iHeartRadio’s Kingsland/Camden station to deliver messaging through the radio. Consider working with University of Georgia Extension Camden County Office to supplement existing educational programs. Pair with other successful public outreach campaigns as appropriate. Consider engagement through more informal meetings or community events (e.g., local festivals, school or church activities, holiday celebrations).	State and federal resources; private-sector and non-profit resources; county and city employee staff time
Short-Term	Engage elected officials on the topic of messaging during and after disasters to facilitate unified messaging across the county.	County and city employee staff time
Short-Term	Establish a StormReady program for county schools and other organizations through the local National Weather Service office (Jacksonville, Florida office), with support from Camden County Emergency Management Agency, Camden County Community Emergency Response Team, and the Camden County School System.	County and city employee staff time
Short-Term	Establish a public outreach or education campaign aimed at (1) increasing residents’ awareness about human resources such as health insurance coverage and Employee Assistance Programs (EAP) and (2) reducing stigma around the use of these resources. Consider targeting the county’s largest employers, critical infrastructure or utility services, and/or public-sector employers first, to test its effectiveness before expanding the effort to wider audiences.	County and city employee staff time; local reserves and credit
Short-Term	Increase residents’ awareness about pre-disaster mental and behavioral health resources via public outreach and education. Specifically, highlight health and social services that are currently available (i.e., existing “social safety nets”) through public entities, private non-profits, and houses of worship. Encourage residents to seek assistance prior to a disaster in order to increase individuals’ mental resilience.	County and city employee staff time; state and federal resources



Short-Term	Convene the Community Healthcare Coalition, the Camden Community Alliance and Resources group, and Camden County Emergency Management Agency to determine opportunities for integrating basic emergency preparedness, response, and recovery information into educational resources, outreach, and programming. Assess and recognize overlap and intersection between established health planning values and recovery priority issues and goals.	County and city employee staff time (funded by state and federal resources)
Short-Term	Continue to message county homeowners about the risk carried with purchasing property in areas that can be affected by flooding. Identify partners in the community, such as the UGA Extension, Tax Assessor, and Emergency Management Agency to educate homeowners.	County and city employee staff time; state and federal resources; private-sector and non-profit
Long-Term	Coordinate with the Camden County Health Department and the Community Healthcare Coalition to (1) implement the Camden County Health Improvement Plan, (2) continuously assess the county’s healthcare needs, and (3) determine strategies to increase access to healthcare and facilities across the county. Invite healthcare providers to annual tabletop exercises to better understand interdependencies and coordination required for incident response and recovery.	County and city employee staff time (funded by state and federal resources)
Long-Term	Coordinate activities of Camden County Joint Development Authority, local and regional colleges and universities, and major employers to support the development, diversification, and specialization of the workforce in Camden County by providing greater access to education and/or job training. Consider providing additional training and skills that could be employed during disaster recovery and redevelopment (e.g., waste management, construction, engineering).	Local reserves and credit; state and federal resources; county and city employee staff time; private-sector and non-profit resources

3.2 Social

Social capital reflects networks and connectedness that increase people’s trust and ability to work together and expand their access to wider institutions, such as political or civic bodies.



- ❖ According to sources referenced, there are 67 churches in the county, 22 of which provide food assistance.^{12,13, 14}
- ❖ 38.6 percent of the population is estimated to adhere to a religious group.
- ❖ There are 31 family, community, and civic organizations within the county.¹⁵
- ❖ The Camden County, Georgia Get Out the Vote Team has active bodies in Kingsland, St. Marys, and Woodbine.

These organizations provide a variety of services, including, but not limited to:

- ❖ Food assistance;
- ❖ Workforce development services;
- ❖ Preservation of state parks;
- ❖ Empowerment of volunteers;
- ❖ Humanitarian services;
- ❖ Political engagement and outreach;
- ❖ Community development and activism;
- ❖ Homeowner support and networking;
- ❖ Family and child services;
- ❖ Animal sheltering and care;
- ❖ Housing stock development; and
- ❖ Youth education and support.

The strength of these organizations and the strength of the county's social identity is unclear, due to a lack of county-level data. A survey conducted at the state level indicated that a small proportion (20.7 to 26.5 percent of those surveyed) participated in volunteer activities in a 12-month period.¹⁶ Camden County does not currently have a Voluntary Organizations Active in Disaster (VOAD) organization but is working to create one in close partnership with the Salvation Army. Few voluntary or civic organizations are specifically disaster-focused, aside from a Community Emergency Response Team, though their activity within the community is unknown.

¹² Retrieved from: <https://georgia.hometownlocator.com/features/cultural.class.church.scfips.13039.cfm>. It was noted by meeting attendees that the actual number of houses of worship in the county may exceed 100, but a source substantiating the claim was not identified.

¹³ Retrieved from: http://www.thearda.com/rcms2010/r/c/13/rcms2010_13039_county_rate_2010.asp.

¹⁴ Retrieved from: https://www.co.camden.ga.us/DocumentCenter/View/8377/food_assist_profiles_jan2017a.

¹⁵ Retrieved from: <http://www.camdenchamber.com/list/ql/family-community-civic-organizations-9>.

¹⁶ Retrieved from: <https://www.fema.gov/community-resilience-indicators>.



3.2.1 Assessment and Recommendations

The following table summarizes the county’s strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

Table 7: Social Capital Assessment and Recommendations

Strengths		Areas for Improvement
<ul style="list-style-type: none"> There is an abundance of houses of worship and religious practitioners in Camden County, which may be leveraged to provide disaster support services, feeding and sheltering, and increase social connections after a devastating event. 		<ul style="list-style-type: none"> There is currently no coordinating body of religious or volunteer organizations (e.g., VOAD) within the county, which may lead to longer mobilization timeframes and exposure to disaster impacts.
Recommendations		
Priority	Recommendation	Potential Funding Mechanism
Immediate	Continue supporting efforts by the Salvation Army to establish a local VOAD chapter to assist in coordinating voluntary organizations pre- and post-disaster. Consider conducting and inviting organizations to annual countywide tabletop exercises to test coordination and capabilities of RSF-7.	County and city employee staff time; private-sector and non-profit resources
Immediate	Assess and identify gaps in post-disaster services and cross-reference with self-identified capabilities of religious and other voluntary organizations. Coordinate with the Georgia VOAD and the Camden County Chamber of Commerce until a county-specific VOAD is established.	County and city employee staff time; private-sector and non-profit resources
Short-Term	Enhance relationships with local religious, community, and civic organizations through engagement with relevant county planning processes and initiatives to increase coordination and support during disaster preparedness, recovery, and redevelopment.	County and city employee staff time
Short-Term	Provide resources and training to local organizations on continuity of operations (COOP) planning to increase staff preparedness and ability to provide critical services before, during, and after an incident.	County and city employee staff time; local reserves and credit



<p>Long-Term</p>	<p>Work with Master Gardeners, UGA Cooperative Extension, Future Farmers of America, public health organizations and existing farmer networks to develop and expand community gardens, farmers markets, and educational programming for sustainable farming, nutrition, cooking, and where to buy food.</p>	<p>County and city employee staff time; private-sector and non-profit resources</p>
<p>Long-Term</p>	<p>Create a VOAD/Volunteer Coordinator position in the County. Justification for funding a full-time position will require a full-time mission that may not be covered by focusing on disaster relief but could be achieved by organizing VOADs to tackle important community issues (e.g., blight).</p>	<p>County and city employee staff time; local reserves and credit; state and federal resources</p>

3.3 Physical

Physical capital refers to infrastructure such as electricity, water, and transportation lifelines and the built environment of a community such as residential, commercial, and public buildings.

3.3.1 Critical Infrastructure and Facilities

There are 192 identified critical facilities within the county.¹⁷ Some, but not all, of the critical infrastructure is pictured in **Figure 8**. The hazard mitigation plan determined that almost all the critical facilities within the county are susceptible to one or more of the hazards outlined in the plan. Within the hazard mitigation plan, the flood vulnerability assessment identified 106 individual critical facilities and assets within the county that are exposed to flood hazard areas.

¹⁷ The Camden County Hazard Mitigation Plan defines critical facilities as a facility in either the public or private sector that provides essential products and services to the general public, is otherwise necessary to preserve the welfare and quality of life in the county, or fulfills important public safety, emergency response, and/or disaster recovery functions. Retrieved from: <https://www.co.camden.ga.us/DocumentCenter/View/8809/2016-Hazard-Mitigation-Plan-Update?bidId>



Camden County Sea Level Rise Projections

The map displays areas affected by sea level rise in 50 and 100 year scenarios based on current elevation and projected rates of 1 meter of rise over 100 years.

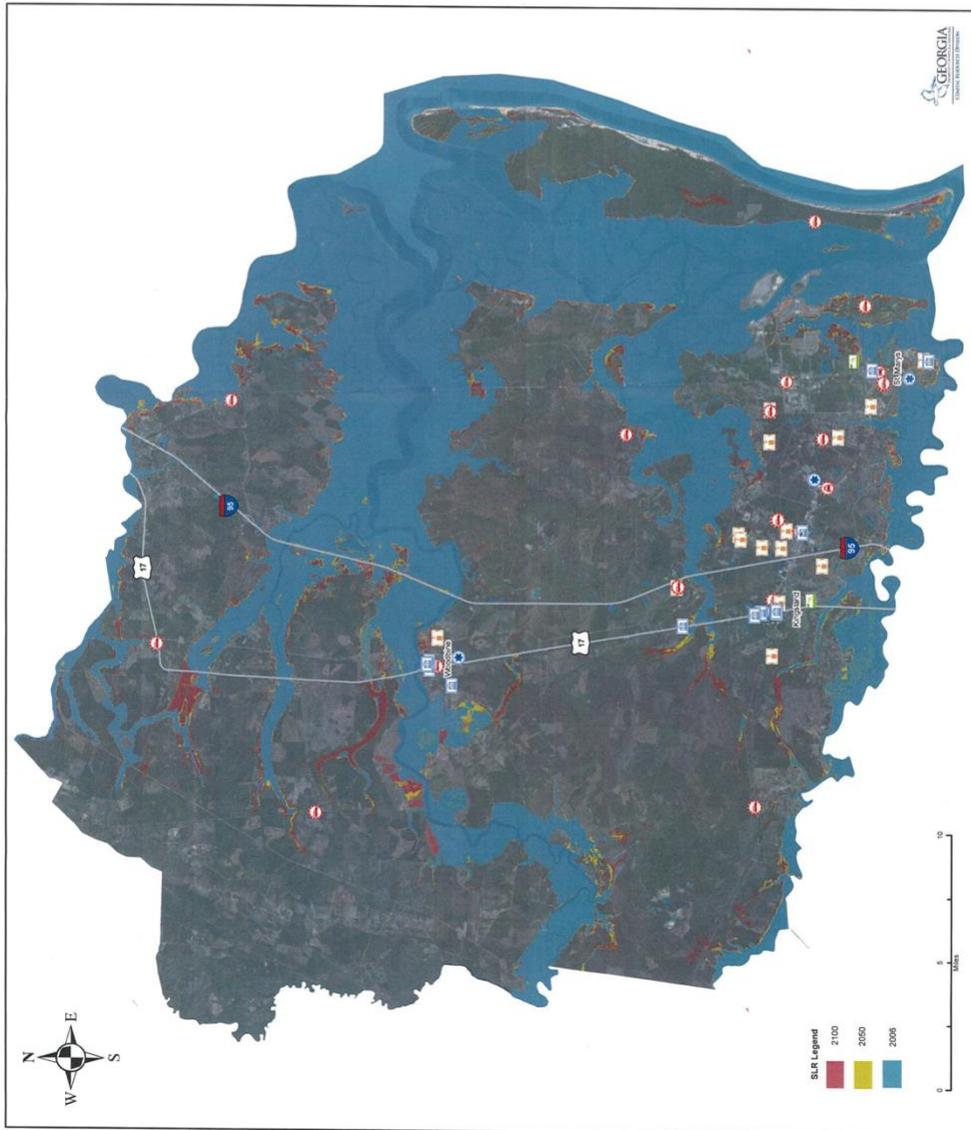


Figure 8: Critical Facilities in Camden County

- Legend**
- Jail/Prison
 - Government Building
 - School
 - Emergency Services
 - Fire Station
 - Medical Treatment Facility
 - Police Station
 - Wastewater Treatment Plant

DISCLAIMER

1. All data subject to change without notice.
2. Although every effort has been made to ensure the accuracy of the information presented herein, the Coastal Resources Division does not guarantee that this product is error free.
3. Intended for a visual aid, only, and not for determination of any official legal events, boundaries, or any other legal determinations.

SLAAM Version 6.3 output processed by C. Haidik (Georgia Southern University) and E. Herbert (2016).

2017 Imagery
Created by S. Leiker on October 15, 2018



During a hurricane or heavy rain event, many of the roads have the potential to flood, blocking off access for emergency response and making travel and evacuations difficult. The Camden County Joint Comprehensive Plan identifies US-17 and I-95 as roads that are typically utilized for evacuations and can become congested. The county has other transportation routes that often become congested, including SR-40 and SR-110.

Shelters are not available to displaced residents who evacuate hazard-prone areas before an event. To bolster resources available to residents, the county is currently pursuing sheltering memoranda of understanding with neighboring inland counties, with support from the Georgia Emergency Management Agency. The Joint Comprehensive Plan identifies additional gaps in infrastructure throughout the county, such as the lack of a countywide centralized water and sewer system, a lack of public transportation, varying degrees of broadband service in the county, no public airport, and limited dock space in St. Marys.

3.3.2 Building and Housing Stock

Much of the county's housing stock is single family homes, including 12.6 percent that are mobile homes. However, 40.9 to 67 percent of households are living with at least one of four severe housing problems over a five-year average.¹⁸ The four severe housing problems are: (1) incomplete kitchen facilities, (2) incomplete plumbing facilities, (3) more than one person per room, and (4) rental or mortgage costs that are greater than 50 percent of household income.¹⁹ Additionally, 32.4 to 48 percent of households within the county are cost-burdened, meaning that monthly housing costs including utilities exceed 30 percent of monthly income.²⁰ The county's Joint Comprehensive Plan indicates that there is a shortage of homes accessible to first-time buyers, elderly residents, and low-income households. Additionally, the plan identifies a lack of understanding about historical properties and suggests the creation of guidance in this area.

Across the state, 57 to 79 percent of reporting communities are subject to one or more hazards (seismic, hurricane, or floods) that have adopted building codes with disaster resistance provisions.²¹ Camden County and some of its jurisdictions have adopted higher standards for floodplain management by adding freeboard to the required first floor elevations for new construction and substantial improvements. Freeboard is a safety factor measured in feet that accounts for flood heights that are greater than the height calculated for a selected size flood and floodway conditions. The county has implemented three feet of freeboard; St. Marys has implemented two feet, and Kingsland has implemented one foot.

Camden County and the City of St. Marys participate in the National Flood Insurance Program's (NFIP) Community Rating System (CRS), a voluntary incentive program that offers discounts on flood insurance in communities that adopt higher standards than are required in the NFIP. The

¹⁸ Retrieved from: <https://www.fema.gov/community-resilience-indicators>.

¹⁹ Retrieved from: https://www.fema.gov/media-library-data/1466085676217-a14e229a461adfa574a5d03041a6297c/FEMA-CRI-Draft-Concept-Paper-508_Jun_2016.pdf

²⁰ Ibid.

²¹ Ibid.



freeboard requirements described above are one example of these higher standards that have been adopted in Camden County and the City of St. Marys. The County’s CRS score as of April 2018 is six (out of 10) and the City of St. Marys has a score of seven (out of 10).²² These scores indicate that the county and its jurisdictions have a strong commitment to reducing flood damages to insurable property by supporting a comprehensive approach to floodplain management by exceeding the minimum floodplain management requirements and finding creative ways to keep residents and property owners informed.²³

3.3.3 Assessment and Recommendations

The following table summarizes the county’s strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

Figure 9: Physical Capital Assessment and Indicators

Strengths	Areas for Improvement
<ul style="list-style-type: none"> ❖ The county’s Joint Comprehensive Plan indicates that the county is aware of its infrastructural and building challenges and is working toward resolution. ❖ There are at least 12 schools in Camden County. These buildings could potentially be used as emergency shelters, depending on the type of incident. ❖ A low percentage of the county housing stock comprises mobile homes. ❖ The county’s CRS score is six out of ten, and the City of St. Marys CRS score is seven out of ten, indicating a strong commitment to floodplain management. ❖ The county has an extensive rail system that can facilitate the delivery of goods after a disaster if other transportation infrastructure is damaged. ❖ The Kingsland Bypass, currently in development, will increase the 	<ul style="list-style-type: none"> ❖ Critical infrastructure is concentrated in flood-prone areas, and most critical facilities are susceptible to some type of threat. ❖ Centralized water and sewer systems are only available in the county’s cities. Rural areas currently do not have access to this infrastructure. ❖ The county has limited public transportation throughout the county. ❖ There is currently limited broadband internet access across the county, with access generally restricted to communications channels and education. ❖ The county does not currently have a public airport. ❖ Critical transportation routes US-17, I-95, SR-40 and SR-110 become congested during disaster evacuations. ❖ The county lacks temporary commercial housing (e.g., hotels, cottages).

²² https://www.fema.gov/media-library-data/1523648898907-09056f549d51efc72fe60bf4999e904a/20_crs_508_apr2018.pdf

²³ Retrieved from: <https://bit.ly/2yj88Tz>.



<p>redundancy of the county's transportation infrastructure.</p> <ul style="list-style-type: none"> ❖ The county is in the process of adopting a flood damage prevention ordinance that will protect critical facilities and infrastructure, including elevating those facilities above the base flood elevation. 	<ul style="list-style-type: none"> ❖ The county does not have a homeless shelter. ❖ Housing affordability presents challenges for residents across multiple economic segments. ❖ The current housing stock is insufficient to meet the needs of first-time buyers, low-income households, or elderly residents. ❖ Blight and vacancies are visible across the county, including each of its municipalities. ❖ There is a lack of understanding about historical property preservation. ❖ There is currently low coordination between entities related to the county's rail system.
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Recommendations

Priority	Recommendation	Potential Funding Mechanism
Immediate	Beyond already known public critical facilities (e.g., schools, police stations, fire stations, health department, long-term care facilities), identify regional community centers and critical installations that are essential for disaster recovery and ensure the potential for hazard mitigation activities (e.g., floodproofing, back-up generator procurement) have been considered, prioritized and included in the hazard mitigation plan, if applicable. Potential sites within Camden County may include: King's Bay, Woodbine, Kingsland, and St. Marys.	Local reserves and credit; state and federal resources
Short-Term	Adopt an emergency/recovery ordinance that includes plans for an expedited permit process, debris management, right of entry, moratoriums, emergency fee schedules, protection of flood prone greenspace or natural infrastructure (and buffer and hardened shoreline policies around these areas), and other necessary recovery and redevelopment actions. As part of this adoption process, include thorough messaging to the community about the intended policy changes well before they are implemented.	County and city employee staff time



Short-Term	Assess the feasibility of developing a county “rainy day fund” that would fund hazard mitigation activities such as a pre- and post-disaster property buyout and land acquisition program, land suitability analysis, and studies that analyze relocating critical facilities out of high-hazard areas. Also, as part of this feasibility study, the rainy-day fund would be evaluated as a mechanism to fund the repair of homes damaged by floods and other hazard mitigation projects. Should such a fund be established, the purpose of this fund will be clearly designated to limit improper spending or abuse.	County and city employee staff time
Short-Term	Develop a county fuel management plan.	County and city employee staff time; local reserves and credit
Short-Term	Develop a strategy for short-term, intermediate, and long-term housing options after a disaster, including houses of worship in the assessment, based on their willingness to support sheltering operations in previous disasters.	County and city employee staff time; local reserves and credit; state and federal resources
Long-Term	Using a land suitability analysis or other method consistent with the County’s Joint Comprehensive Plan, identify appropriate areas to support the relocation of county residents out of high-hazard areas for both temporary housing post-disaster and more permanent affordable housing or commercial housing development. A similar process could be used for siting a future homeless shelter.	Local reserves and credit; state and federal resources
Long-Term	Periodically evaluate the impact new housing policies have on vulnerable populations and create additional strategies or policies as needed to ensure that housing is both resilient and affordable to all residents.	County and city employee staff time; local reserves and credit; state and federal resources
Long-Term	Ensure that the county’s Joint Comprehensive Plan, which calls for the incorporation of smart growth principles (e.g., cluster units, higher density, and mix of uses), does not conflict with hazard mitigation goals, such as guiding future development away from the most vulnerable locations and developing using best mitigation practices (e.g., elevation of structure, stricter building codes, structure retrofits).	Local reserves and credit



Long-Term	Review vulnerability assessments and options for hazard mitigation for infrastructure such as levees, berms, and other stormwater management systems that protect critical roads.	State and federal resources
Long-Term	Support and promote the preservation and enhancement of cultural resources, such as historic districts and buildings, through investigation of hazard mitigation retrofits and other resilient building practices in coordination with the Georgia State Historic Preservation Office, local historic preservation commissions, Georgia Silver Jackets, and the Georgia Association of State Floodplain Managers. Consider creating education and outreach materials containing stories of resilient historic features.	Local reserves and credit; state and federal resources
Long-Term	Adopt a unified approach to freeboard requirements across the county and its jurisdictions. The county currently has a three-foot freeboard requirement: St. Marys implemented two feet, and Kingsland implemented one foot. As part of this unified approach, the county will look at adopting a higher standard for critical facilities than for residential or commercial development.	County and city employee staff time; private-sector and non-profit resources
Long-Term	Work with Georgia Department of Transportation to identify all priority transportation routes (e.g., US-17, I-95), assess their vulnerability to various hazards, and propose hazard mitigation projects not already incorporated into typical capital improvement plans. Review evacuation plans and other emergency response/recovery protocols to ensure there is adequate access to economic centers after a disaster.	County and city employee staff time; state and federal resources
Long-Term	Complete a study that evaluates the location of the Camden County Health Department and its proximity to high-hazard areas. As part of this study, evaluate the alternative locations outside of high-hazard areas.	County and city employee staff time; local reserves and credit; private-sector and non-profit resources; state and federal resources
Long-Term	Evaluate the need for relocating or reinforcing the county's long-term care facilities against the one percent and 0.2 percent annual chance floods. Many facilities are at risk but have yet to implement resilient building practices or hazard mitigation projects.	State and federal resources; private-sector and non-profit resources



Long-Term	Develop a long-term strategy for identifying and mapping septic systems across the county to mitigate water quality issues.	County and city employee staff time; local reserves and credit; state and federal resources
Long-Term	Conduct a study to understand the return on investment (or long-term value) of implementing stricter building codes in the county, particularly restricting slab-on-grade development. Using the results of this study, develop new provisions and amendments to the county building code that incorporate these higher standards.	County and city employee staff time; local reserves and credit; state and federal resources; private-sector and non-profit resources

3.4 Natural

There is wide variation in the resources that make up natural capital, ranging from intangible public goods, such as the atmosphere and biodiversity, to divisible assets used directly for production (e.g., trees, land, etc.).

The county’s Joint Comprehensive Plan identifies two character or land classification areas containing important natural resources that preserve the character and industry of the county:

- ❖ Timberland/Forestry – Critical to contributing to the rural character of the county and helps maintain the vision of agriculture as a cornerstone of the county’s culture.
- ❖ Scenic Corridor/Bike Path – Partly along Route 17, this path exposes cyclists to the natural environment of the county such as forest, marshland, and the coast.

The coastal environment is also an important resource for the county:

- ❖ As of 2015, ocean-related jobs employed 706 people and accounted for 4.4 percent of the jobs in the county²⁴.
- ❖ Many of these ocean-related jobs are related to tourism.
- ❖ Cumberland Island National Seashore is a park operated by the National Park Service on the county’s southeastern coast containing 18 miles of sea turtle nesting, which can encourage tourism.²⁵

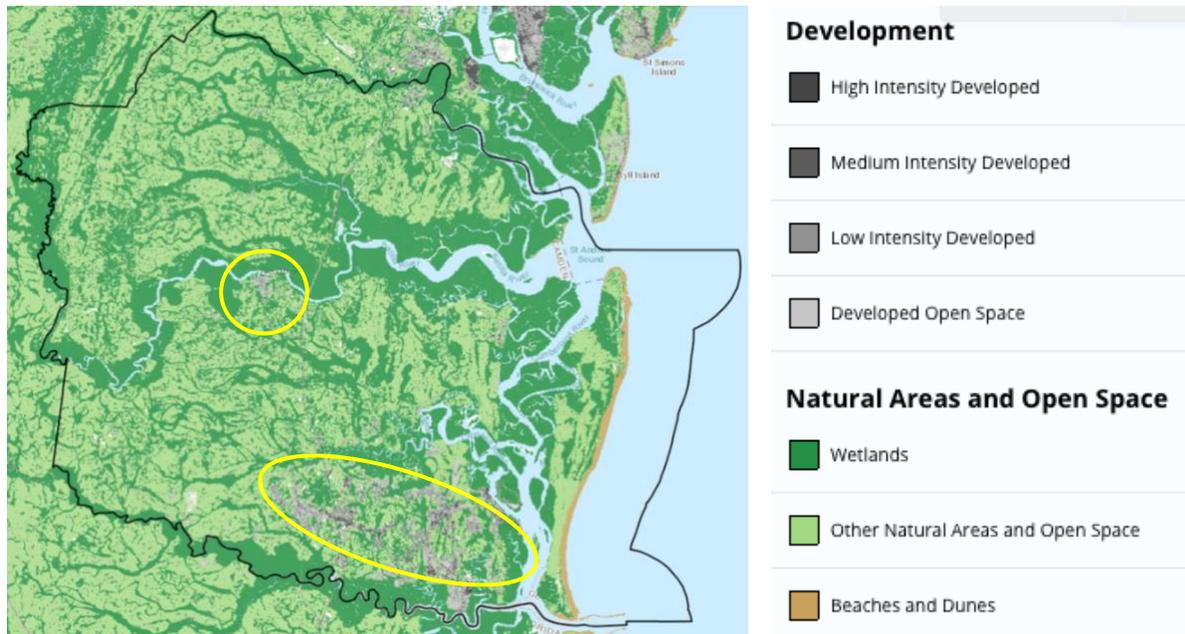
²⁴ Retrieved from: <https://coast.noaa.gov/snapshots/faq/ocean-jobs.pdf>

²⁵ Retrieved from: *Cumberland Island Information – Animals* <https://www.nps.gov/cuis/learn/nature/animals.htm>.



Figure 10 shows natural areas, open space (including agricultural land), and development in or near coastal flood-prone areas. Natural areas and open space adjacent to development can buffer and protect against flooding. Wetlands hold floodwaters, reduce wave heights, capture sediments, and reduce erosion. Beaches and dunes absorb wave energy, and other natural areas such as forests and grasslands provide porous surfaces that can absorb, store, and slow water. Protecting these natural areas will ensure that communities continue to receive these benefits; however, with sea level rise, these habitats will need to move landward, so in addition, communities will want to assess and protect surrounding land to help facilitate this process.

Figure 10: Natural Protection of Developed Areas²⁶



3.4.1 Assessment and Recommendations

The following table summarizes the county’s strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

Table 8: Natural Capital Assessment and Recommendations

Strengths	Areas for Improvement
<ul style="list-style-type: none"> ❖ Zoning laws are in development to further protect the natural environment, including forested land, rivers, and hammock and marsh ecosystems. ❖ Plans to develop additional business along the scenic bike path from 	<ul style="list-style-type: none"> ❖ Critical natural resources such as forestry and coastal ecosystems are highly vulnerable to hazards such as fires and coastal storms. ❖ The scenic bike path from Woodbine to White Oak is susceptible to flooding.

²⁶ Yellow circles were added to Figure 10 to highlight the county’s most developed areas.



<p>Woodbine to White Oak can provide additional jobs and make the surrounding community more economically resilient.</p> <ul style="list-style-type: none"> ❖ Cumberland Island National Seashore is run by the National Park Service and their resources and assistance may be leveraged during a disaster. ❖ The high proportion of salt marsh and wetlands in the county acts as a natural buffer against severe weather and storm events. ❖ Homeowners and businesses in the northern part of the county benefit from plenty of natural drainage that decreases opportunities for flooding. 	<ul style="list-style-type: none"> ❖ The tourism industry can be negatively affected by hazards and can cause economic strain to individuals and cities such as St. Marys, where tourism is an important part of the local economy.
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Recommendations

Priority	Recommendation	Potential Funding Mechanism
Immediate	Create new, or ensure existing, ordinances establish protocols for activities performed post-disaster (e.g., bulldozing, sandbagging, etc.). Require local, state, or federal permits or approvals that support restoration of dunes and beaches and/or protect public infrastructure threatened by beach erosion. Consider specific guidelines for sensitive areas such as Cumberland Island and St. Marys.	County and city employee staff time; state and federal resources; private-sector and non-profit resources
Short-Term	Develop policies, procedures or applicable contracts for post-storm damage assessments of beaches (e.g., aerial photography, profile survey, etc.) As part of this effort, complete shoreline mapping on an annual basis, as well as after a disaster, because timely mapping can help identify and track the movement of toxic waste, hazmat spills, or beaches.	County and city employee staff time; state and federal resources; private-sector and non-profit resources



Short-Term	Consider implementing land use policies that simultaneously support goals of local/regional watershed and wetland plans, the hazard mitigation plan, and joint comprehensive plan to enhance wetland restoration and protection. Specifically, protect flood prone greenspace or natural infrastructure (and buffer and hardened shoreline policies around these areas) and implement zoning and other land use policies described in the Camden County Joint Comprehensive Plan to protect hammocks and marsh ecosystems and limit development in rural areas.	County and city employee staff time; private-sector and non-profit resources; state and federal resources
Short-Term	Support and expand upon existing efforts to explore feasibility and incentive programs for nature-based solutions or green infrastructure (e.g., living shorelines) to both mitigate hazard damages while restoring natural habitat and improving overall environmental quality.	State and federal resources; private-sector and non-profit resources; County and city employee staff time
Short-Term	Work with environmental protection and conservation agencies and groups, Camden County Health Department, UGA County Extension, and local, state, and federal park systems to establish environmental quality testing (e.g., air, water, etc.) procedures post-disaster that could impact access to public waterways.	State and federal resources; private-sector and non-profit resources; County and city employee staff time
Short-Term	Assess potential connections between activities in the County Greenprint Plan, the County Cycling and Multi-use Trails Plan, the Watershed Management Plan, the Joint Hazard Mitigation Plan, and the Joint Comprehensive Plan to further goals and policies to increase recreational opportunities, mitigate flood damages, preserve open space, improve water quality, and manage water quantity.	County and city employee staff time; private-sector and non-profit resources; state and federal resources
Long-Term	Establish guidelines for disaster debris storage, removal, and recycling, including marine debris and abandoned vessels, and incorporate them into relevant emergency/recovery ordinances.	County and city employee staff time; state and federal resources



Long-Term	Support property buyout and land acquisition program by partnering with local and regional conservation groups (e.g., riverkeepers, county land trust, etc.) as well as park systems to strategically acquire and manage buyout land that increases recreational opportunities and/or restores ecosystems. Consider prioritizing buy-out of flood prone areas that can be used for flood abatement, recreation, and habitat migration/connections.	County and city employee staff time; state and federal resources; private-sector and non-profit resources
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3.5 Financial

Financial capital denotes the financial resources at the household and community levels that can support the community’s resilience goal.

The county median household income is \$53,327, while 10.7 percent of the county earns \$25,000 to \$35,000 annually, and 13.7 percent of the county earns \$10,000 to \$25,000 annually.²⁷

According to the Chamber of Commerce the largest employers in the county are:²⁸

- ❖ Naval Submarine Base Kings Bay (6,500 to 9,000 local residents);
- ❖ Camden County School System;
- ❖ Camden County Government;
- ❖ Express Scripts;
- ❖ Lockheed Martin; and
- ❖ Large supply and grocery stores such as Walmart Supercenter, Publix, and Winn-Dixie.

The top employers in the county by industry include:

- ❖ Educational services, and healthcare and social assistance;
- ❖ Public administration;
- ❖ Retail trade;
- ❖ Arts, entertainment, recreation, and accommodation and food services; and
- ❖ Manufacturing.²⁹

The county’s Joint Comprehensive Plan identified a lack of funding streams to support government operations and Camden County’s per capita income is \$15,799 to \$32,653 annually.

²⁷ American Fact Finder, DP03, Selected Economic Characteristics, 2012-2016 ACS Survey 5-Year Estimates, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml>.

²⁸ Retrieved from: <http://www.camdenchamber.com/pages/LargestEmployers>.

²⁹ Members of the community noted during planning meetings that the King’s Bay Military Base represents a unique, and large employer within the county that may fall under the “public administration” category, but that should be separately noted. The source used for this document did not identify the industries that way, which is why the military industry is not listed separately.



A majority of the county's housing units are occupied by homeowners, suggesting that residents possess enough financial capital to purchase a home in the county.³⁰ Similarly, many Camden County residents drive themselves to work, which suggests that they can afford to purchase vehicles or work for companies that have enough capital to purchase vehicles for employee use.³¹

3.5.1 Assessment and Recommendations

The following table summarizes the county's strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

³⁰ Retrieved from: <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>.

³¹ Ibid.



Table 9: Financial Capital Assessment and Recommendations

Strengths		Areas for Improvement
<ul style="list-style-type: none"> ❖ King’s Bay Naval Base and Cumberland Island National Seashore are both supported by federal agencies. These facilities are more likely to receive federal resources after a disaster and their recovery could have a positive impact on the entire county. ❖ The county is a candidate for a high-profile technical company’s relocation, which may increase the county’s financial capacity by increasing its tax base and the wealth of that tax base. ❖ Most residents are homeowners and drive themselves to work, suggesting a fairly comfortable standard of living and financial capital. ❖ The addition of a grants manager position has increased the county’s financial capital by securing an additional \$2 million for county operations. 		<ul style="list-style-type: none"> ❖ A significant impact to King’s Bay Naval Base could affect the income of many residents. ❖ The county is currently experiencing a shortage of funding to complete government operations. ❖ Camden County’s median household income is approximately \$8,100 below the national median. ❖ Impacts to natural environments (e.g., Cumberland Island) could have a significant impact on the county’s earnings due to reduced tourism. ❖ Camden County does not currently have a disaster cost recovery plan (i.e., a plan for mobilizing resources to apply for and manage disaster-related funding).
Recommendations		
Priority	Recommendation	Potential Funding Mechanism
Short-Term	Develop materials such as checklists or pamphlets and provide trainings and outreach about financial literacy and available resources before, during, and after a disaster tailored to various groups (e.g., individuals, business owners, non-profits). Ensure extra copies are created for stocking disaster recovery centers.	County and city employee staff time; private-sector and non-profit resources
Short-Term	Establish and test procedures to coordinate public and private funding to support pre- and post-disaster planning activities (e.g., managing donations, timing of various grant programs).	County and city employee staff time; private-sector and non-profit resources



Short-Term	Work with local and regional banks to consider establishing post-disaster plans for providing additional low-interest gap loans or financing to support individuals and businesses with unmet needs not addressed through other assistance programs (e.g., Small Business Administration).	Private-sector and non-profit resources; county and city staff employee time
Short-Term	Evaluate the unique types (e.g., loans, grants) and levels (e.g., local, regional, state, and federal) of post-disaster assistance and support that may be required for catastrophic hurricanes, tropical storms, wind events, storm surges, floods, and wildfires.	County and city staff employee time
Short-Term	Develop and ensure financial policies and requirements are in place to maximize eligibility for post-disaster grant programs, including considerations for record-keeping and documentation of costs.	County and city staff employee time
Short-Term	Develop a countywide disaster cost recovery plan or strategy describing how Camden County will mobilize personnel and other resources to apply for and manage post-disaster funding to support community recovery and redevelopment.	County staff employee time; local reserves and credit
Short-Term	Review county insurance policies for mutual aid agreements to determine whether operators need to be provided with heavy equipment (or whether the borrower can provide their own equipment operators).	County and city staff employee time
Short-Term	Send county and municipal staff to the Emergency Management Institute to learn about Public Assistance, Individual Assistance, and other grant programs. Work with the Georgia Emergency Management Agency and FEMA to bring personnel to the county to support training. Include grants, finance, administration, education, public works, and emergency management from all county and city staff.	County and city staff employee time
Long-Term	Establish a reserve or “rainy day” fund that provides local matches required for various disaster recovery and redevelopment programs. Should such a fund be established, the purpose of this fund will be clearly designated to limit improper spending or abuse.	County and city staff employee time; local reserves and credit

3.6 Political

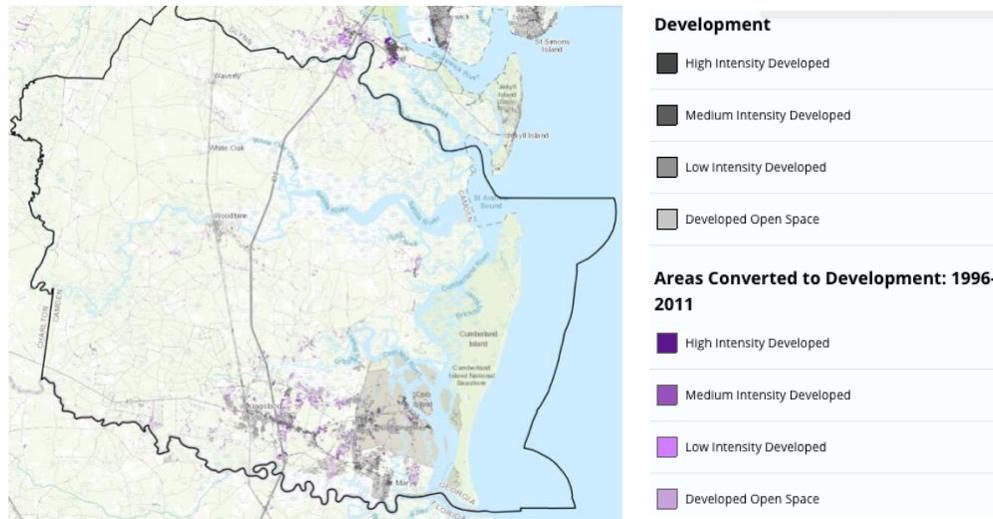
Political capital refers to the ability of the community to enhance community resilience by influencing decisions, engaging state and federal agencies in the projects, and discovering new funding sources.



Figure 11 shows existing development in or near coastal flood-prone areas, as well as natural areas converted to development between 1996 and 2006. Land converted to development in hazard areas can increase a community’s risk to impacts or exacerbate existing flood issues by creating more stormwater runoff.

Comparing how land has changed from one year to the next can be used to evaluate how a community’s land management efforts are working and provide valuable trend information that will aid future resilience planning.

Figure 11: Patterns of Development in Camden County



Development subjected to flooding puts people in harm’s way, and can lead to costly infrastructure repairs, business interruptions, inaccessible roads, and utility disruptions. Impervious surfaces (e.g., developed, paved areas) do not allow coastal floodwaters to be absorbed into the ground and can exacerbate flooding issues, create storm water problems, and lead to degraded drinking water. With sea level rise, flooding in low-lying coastal areas may become a more frequent or permanent problem, flooding houses or closing roads. Salt water can infiltrate freshwater aquifers, contaminating drinking water, or corroding sewer and water pipes. Insurance rates may increase because of a new or higher risk.

According to the Georgia Secretary of State, Camden County has an average of 56 percent voter turnout, suggesting that a slim majority of the county is politically engaged. In the most recent presidential election in November 2016, Camden County had a 54.51 percent voter turnout, with 35,159 people registered to vote.³² Camden County has various “Get Out the Vote” and other civic engagement groups that actively engaged citizens before, during, and after election cycles.

The development of the Camden County Joint Comprehensive Plan illustrates the county engaging with citizens and stakeholders to identify community visioning goals. Continuing this

³² General Election Turnout by Demographics, November 2016, Retrieved from: http://sos.ga.gov/index.php/elections/general_election_turnout_by_demographics_november_2016



process of engagement is essential, as community engagement is a key process of recovery and redevelopment projects.

The Camden Joint Comprehensive Plan identifies a lack of communication between the cities and county. The plan states that the cities and county operate in different silos. A lack of communication is a major vulnerability during all phases of a disaster, as having the correct information is critical to response, and later, to getting important recovery information.

The Joint Comprehensive Plan also mentions the need for a variety of new zoning ordinances to protect natural resources, stem development in specific areas, and promote development of residential and commercial buildings in the downtown areas.

Table 10 summarizes the findings of a gap analysis of the county’s planning capacity, which assessed the plans that relate to recovery and redevelopment to identify whether they are complete or need to be developed.

Table 10: County, Plans, Ordinances, and Programs

Type	Location
Redevelopment Plan	Camden County Disaster Recovery and Redevelopment Plan
Ordinance to Define “Historic Property”	Camden County Unified Development Code, Division 4, Section 1127, (a) Definitions
Build-Back Standards/ Reconstruction Ordinance	Not currently addressed
Capital Improvement Plan	Not currently addressed
Comprehensive Land Use Plan	Camden County Joint Comprehensive Plan
Continuity of Operations Plan	Under development
Community Blueprint / Resilience Plan	Not currently addressed
Disaster Cost Recovery Plan	Not currently addressed
Economic Development Plan	Not currently addressed
Emergency Operations Plan	Camden County Emergency Operations Plan
Evacuation / Re-Entry Plan	Camden County Evacuation and Re-Entry Plan
Flood Mitigation Plan	Camden County Unified Development Code, Article 11, Division 4, Section 1127, Flood Damage Prevention; Camden County Joint Hazard Mitigation Plan update 2016-2021 (pp. 89-105)
Flood Response Plan	Not currently addressed



Type	Location
Watershed Management Plan	St. Marys River Watershed Management Plan
Open Space Plan	Camden County Greenprint Plan
Greenway Master Plan	Camden County Bicycling and Multi-Use Trail Plan
Stormwater Management Plan	Camden County Unified Development Code, Article 11, Division 2, Section 1114, Stormwater Management
Comprehensive Water Management Plan	Coastal Georgia Regional Water Plan
Natural Resource Protection Plan	Camden County Unified Development Code, Article 9 Division 1, Environmental Protection Areas
Recovery Plan	Camden County Disaster Recovery and Redevelopment Plan
Hazard Mitigation Plan	Camden County Joint Hazard Mitigation Plan update 2016-2021
Historic Preservation Plan	Georgia Statewide Historic Preservation Plan
Subdivision Ordinance	Camden County Unified Development Code, Article 5, Subdivision and Planned Developments
Strategic Plan	Camden County Strategic Plan 2016-2021-2030
Land Development Code	Camden County Unified Development Code, Article 2, Use of Land and Structures
Building Code	Camden County Unified Development Code, Article 2, Use of Land and Structures
Conservation Plan	Georgia Coastal and Estuarine Land Conservation Program, 2011
Wildfire Protection Plan	Community Wildfire Protection Plan, Camden County, 2013



3.6.1 Assessment and Recommendations

The following table summarizes the county’s strengths and areas for improvement and provides a series of related actions to build capacity in those areas.

Table 11: Political Capital Assessment and Recommendations

Strengths		Areas for Improvement
<ul style="list-style-type: none"> ❖ The county has developed and maintains a variety of critical planning documents and procedures that are essential for recovery operations (e.g., recovery and development plans, and building and zoning codes). ❖ The process for the development of the Joint Comprehensive Plan illustrates the capacity of the county to engage with the community and stakeholders to identify goals. ❖ Over half the county population is engaged in voting, showing citizens can be engaged in local political processes involved in recovery. 		<ul style="list-style-type: none"> ❖ There is an identified lack of communication between the cities and county. Communication is critical to share essential recovery information. ❖ Additional zoning ordinances are needed to protect fragile coastal environments and promote development in downtown areas. ❖ Political participation and engagement within the county could be strengthened to create a more equitable governing process. ❖ The county is not prepared to relocate government operations to an inland location (e.g., Emergency Operations Center functions are not mobile).
Recommendations		
Priority	Recommendation	Potential Funding Mechanism
Immediate	Develop municipal and county government departmental emergency contact and RSF contact directory as well as procedures for updates. Share information at tabletop exercises.	County and city employee staff time
Immediate	Determine whether the county should consider hiring additional staff to implement the resilience recommendations in this assessment.	County and city employee staff time
Short-Term	Coordinate with Camden County Emergency Management Agency, county and municipal finance and administration staff, and county leadership to develop language for a post-disaster policy stipulating that county resources (e.g., county staff time) can be diverted, for the duration of time that the policy is in effect, to support recovery and redevelopment operations.	County and city employee staff time



Short-Term	Identify and familiarize county staff and other community members with post-disaster resources so they can assist with post-disaster funding requests and administrative procedures. Consider their inclusion in annual countywide tabletop exercises. Save exercise materials (e.g., checklists) and include as part of new hire materials when appropriate.	County and city employee staff time
Short-Term	Coordinate with the Camden County Emergency Management Agency, county and municipal finance and administration staff, and county leadership to evaluate the need for a countywide document repository/storage system to support financial record-keeping to meet state, regional, or federal grant requirements. Creation of this documentation repository will include digitizing all records and backing them up on external servers. As part of this effort, the location of the county's record retention building will also be evaluated and consideration for relocation away from the flood hazard area.	County and city employee staff time
Short-Term	Aggressively and consistently apply for pre-disaster mitigation and other resilience-building grants before a disaster to reduce strain on county finances post-disaster as well as the reliance on state and federal recovery funding. Track and include employee time for grant match into these projects' budgets.	County and city employee staff time; state and federal resources
Short-Term	Engage leaders in marginalized communities to help empower residents and local organizations with information and access to ensure the recovery and redevelopment planning process and resulting strategies reflect the needs of the whole community.	County and city employee staff time; private-sector and non-profit resources
Short-Term	Foster better communications between the city and counties, either through the development of a joint communication plan, collaborative preparedness forums, meetings, or exercises. Assess existing countywide initiatives and strive for equitable and sustained participation. Establish memorandums of understanding between local governments for sharing resources before, during, and after a disaster. Review and test the Emergency Management Assistance Compact (EMAC) inter-state mutual aid agreements and process.	State and federal resources; County and city employee staff time



Short-Term	Work with conservation and natural resource agencies and organizations to implement relevant plans and consider land use policy tools (e.g., zoning, overlay districts, purchase of development rights programs, conservation easements) for protection of sensitive or critical environmental areas. Identification of funding will be critically important to the success of these proposed projects or initiatives.	County and city employee staff time; state and federal resources; private-sector and non-profit resources
Short-Term	Continue to prioritize the continuity of government and operations planning across the county, starting with the completion of a countywide continuity of government plan.	County and city employee staff time; local reserves and credit
Short-Term	Create a county stormwater management plan, and an associated fund (to support implementation) that is clearly designated for use to implement the stormwater management plan and related projects.	County and city employee staff time; local reserves and credit; state and federal resources; private-sector and non-profit resources
Long-Term	Create and deploy education programs to all levels of leadership to build the capacity of community leaders and strengthen the county's capacity and ability to implement resilience.	County and city employee staff time; local reserves and credit; state and federal resources; private-sector and non-profit resources
Long-Term	Continuously evaluate opportunities to collaborate across municipal boundaries to establish a unified approach to county governance and policy-making, resilience-building, and project implementation.	County and city employee staff time



<p>Long-Term</p>	<p>Assess the county’s overall civic engagement and develop and implement a strategy to support their engagement in local government operations and activities through outreach and education.</p>	<p>County and city employee staff time; private-sector and non-profit resources</p>
<p>Long-Term</p>	<p>Through an inclusive public process, assess whether additional planning documents identified in Table 10 are needed and feasible. Prioritize options while considering how plans could be combined or integrated with existing planning processes or program initiatives.</p>	<p>County and city employee staff time</p>



4 Planning Assumptions

The following assumptions provide additional context regarding post-disaster recovery and redevelopment expectations, which are organized into subcategories:

Planning Environment

- ❖ Camden County will experience large and small-scale disasters.
- ❖ Response activities may be ongoing while recovery operations are underway.
- ❖ Camden County and its local jurisdictions have adopted the National Incident Management System approach and guidance.
 - The county will incorporate the elements outlined in the National Incident Management System that are required to efficiently manage emergencies and disasters involving local, state, and federal response agencies.
- ❖ Each of the county's municipalities is responsible for assessing and managing local policies and procedures that align with the concepts, vision, and goals described in the county's Disaster Recovery and Redevelopment Plan.

Plan Activation and Integration with other Plans

- ❖ After a disaster, components of the Disaster Recovery and Redevelopment Plan can be activated in whole or in part. This reflects the scalable nature of this plan.
- ❖ Camden County will coordinate with impacted municipalities following Disaster Recovery and Redevelopment Plan activation.
- ❖ Supplemental response and recovery plans may be activated, where relevant and appropriate, in response to the activation of the Disaster Recovery and Redevelopment Plan.
- ❖ Volunteer organizations within the county will activate their own disaster relief plans, as applicable.

External Assistance and Cost Recovery

- ❖ 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.
- ❖ The Governor of Georgia will be responsible for requesting federal assistance.
- ❖ Georgia Emergency Management and Homeland Security Agency (GEMA/HS) will be responsible for administering the Public Assistance (PA) Program in Georgia.
- ❖ Eligibility for FEMA PA will, in part, be determined by whether disaster-related expenses or damages meet pre-determined thresholds, which are updated annually.
- ❖ Camden County Emergency Management will work with GEMA/HS to collect, verify, and aggregate damage assessment data.
- ❖ In most cases, Camden County Emergency Management will conduct Initial Damage Assessments with assistance from GEMA/HS before requesting or conducting joint Preliminary Damage Assessments with FEMA.



Training and Plan Maintenance

- ❖ The Disaster Recovery and Redevelopment Plan is a living document and will be revised as needed.
- ❖ The Local Disaster Recovery Manager, in coordination with Camden County Emergency Management, will engage the RSF Coordinating and Supporting Agencies in planning, training, and exercises to ensure an effective operation upon activation.
- ❖ The Local Disaster Recovery Manager, in coordination with Camden County Emergency Management, is responsible for maintaining the Disaster Recovery and Redevelopment Plan, as well as its appendices.



5 Recovery Vision and Goals

Significant disasters can strain available resources, causing county officials and citizens alike to make challenging ethical decisions. This section is intended to establish a vision for success, discuss challenges that are likely to arise, and identify strategies to combat those issues. This proactive approach can empower residents of Camden County to make tough ethical decisions by establishing the county's definition of success before those conditions arise.

5.1 Vision of Success

Following a disaster, Camden County will maintain local control over post-disaster recovery and redevelopment operations. During this process, the county will seek state, federal, and private sector support, as needed. The county will incorporate a whole community approach, partnering with community leaders to restore essential functions, rebuild lives, revitalize impacted sectors, and attain self-sufficiency, sustainability, and resilience for the county, its residents, and businesses.

5.2 Recovery and Redevelopment Priority Issues

The following section describes priority issues for Camden County that are likely to affect residents and officials as a result of chronic stressors and acute shocks. These issues were identified by community members during the development of the Disaster Recovery and Redevelopment Plan, and are organized into the following topic areas:

Resource Coordination

- ❖ To the extent possible, memoranda of understanding should be completed prior to a disaster to minimize conflict.
- ❖ Coordination and communication between local law enforcement, emergency service providers, and emergency management is crucial in bringing the community back to operational status.
- ❖ Camden County is rich with voluntary organizations; however, additional guidance and planning needs to be considered in order to engage and leverage these groups effectively.
- ❖ Vulnerable populations within Camden County may need additional support to recover from and/or become resilient to future shocks or stressors; therefore, recovery and redevelopment should be equitable for all members of the community.
- ❖ Coordination and provision of sheltering, housing, feeding, and case management services previously presented challenges for Camden County, partially due to lack of organization, communication, and/or maintenance of a common operating picture.



Economic Damages

- ❖ Financing disaster recovery and redevelopment (and resilience-building) can be challenging, especially in the immediate aftermath of an event.
- ❖ Camden County is home to major employers that will have a significant impact on the county's economic engine and availability of resources post-disaster. These entities should be engaged as players in the pre-planning process to support recovery and redevelopment.

Infrastructure Challenges

- ❖ Camden County should continue to implement hazard mitigation projects and develop new projects ahead of time to the extent possible.
- ❖ Transportation infrastructure presents unique transportation issues:
 - Residents or visitors may become "trapped" on Highway 17 post-disaster.
 - If the state line is closed or movement is affected/limited, movement may be restricted.

Communication and Public Information

- ❖ Communication with the public and between recovery and redevelopment stakeholders has been limited during previous incidents. The county needs a strategy to communicate with the public and across stakeholder groups to triage unmet needs and fill resource gaps.
- ❖ Communication with the public is especially challenging given the county's proximity to Jacksonville, which dominates local media.

Public Understanding of Risk

- ❖ Camden County residents have previously experienced hardship related to the evacuation of their livestock and other animals, which may result in lower evacuation rates and greater injury in the future.
- ❖ Because impacts from previous hurricanes have been limited (e.g., Irma was not a direct hit), the population does not take their risk level as seriously as they should.
- ❖ Cybersecurity concerns have the potential to impact residents in the same way that natural disasters do and should be considered in the planning scenario.
- ❖ The county has unique natural resources, including three rivers, and historically significant areas (e.g., St. Marys), however, the county's flood maps do not account for future flooding (e.g., sea level rise, increased precipitation), which may convolute risk perception.

5.3 Recovery and Redevelopment Goals

The following goals have been identified to help combat the issues identified in the previous section and empower recovery and redevelopment leadership to act on behalf of the community.

Resource Coordination



- ❖ Effectively coordinate the provision of scarce resources after an incident, whether natural or human-caused, using the procedures outlined in the Disaster Recovery and Redevelopment Plan to identify available resources and unmet needs and organize recovery and redevelopment operations.
- ❖ Response and redevelopment operations in Camden County will: fully integrate voluntary organizations, leverage memoranda of understanding, and strive to meet the needs of those who are most vulnerable to disasters and incidents.

Economic Damages

- ❖ Camden County will seek to minimize economic damages, and increase the resilience of its economy by:
 - Seeking to leverage and layer pre-disaster mitigation, adaptation, or resilience-building funding options to reduce post-disaster strain on county finances and minimize reliance on state and federal funding options.
 - Actively engaging the private-sector, especially major employers, in pre-disaster preparations and post-disaster outreach and engagement to work together to ensure that residents can return to work as soon as possible after a disaster.

Infrastructure Challenges

- ❖ Inventory critical infrastructure capabilities and gaps to develop a strategic approach to harden infrastructure against acute shocks and chronic stressors using resilience-enhancing design or construction techniques. Develop interim strategies to make effective use of existing infrastructure until it can be repaired or upgraded.

Communication and Public Information

- ❖ Identify strategies ahead of a disaster to increase or improve the county's ability to communicate with its residents at all times, by building relationships with neighboring jurisdictions and media outlets.

Public Understanding of Risk

- ❖ Continue to reinforce the community's understanding of risk and prepare them to independently withstand and recover from disasters (natural and human-caused) through pre- and post-disaster outreach, education, and communication. Maintain up-to-date risk-communication tools (e.g., flood maps) to ensure that hazards are accurately conveyed to residents.



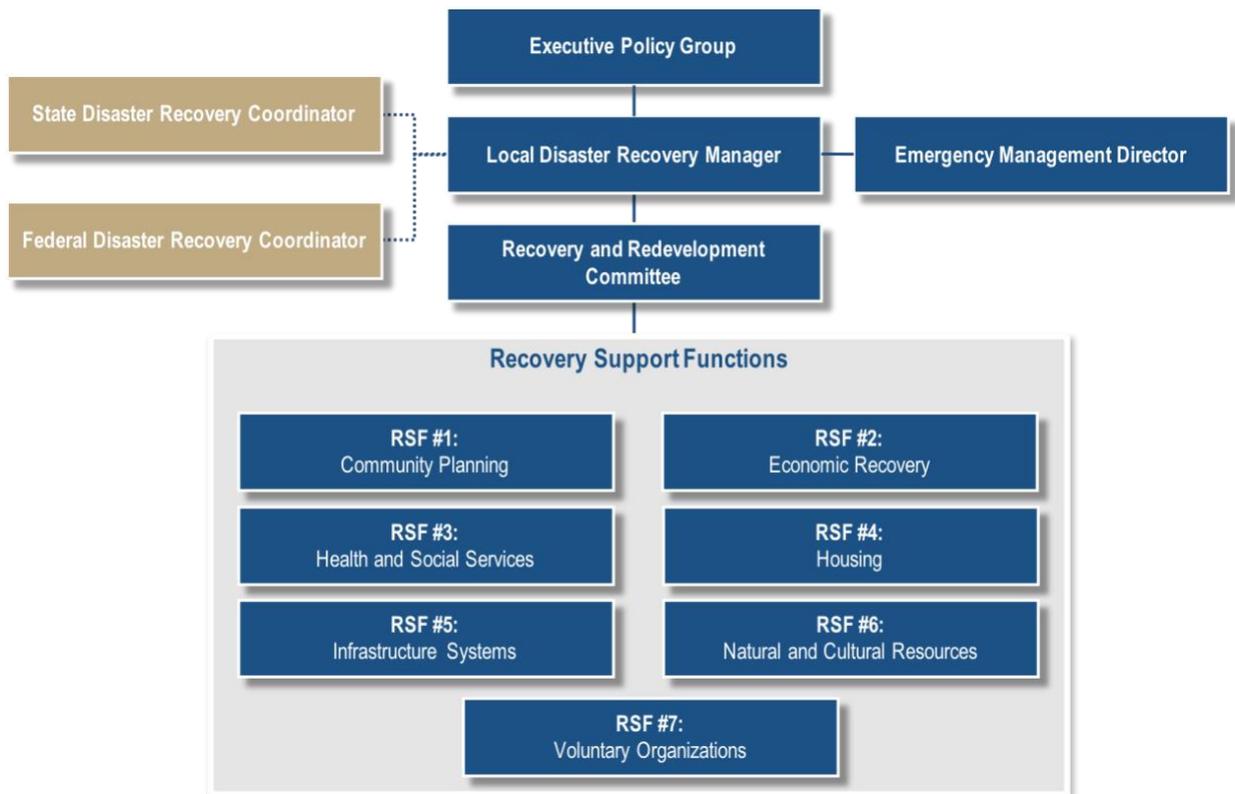
6 Roles and Responsibilities

The following section describes the organizational structure and roles and responsibilities of key stakeholders in order to establish a framework and hierarchy for complex recovery and redevelopment operations.

6.1 Organizational Structure

The figure below outlines the county's organizational structure for managing recovery and redevelopment operations. The structure is modeled after Incident Command System to be scalable to meet the needs of the incident. Not every position, section, and group will be activated for every event.

Figure 12: Recovery Organizational Structure



6.2 Roles and Responsibilities

Table 6 presents the roles and responsibilities of key stakeholders described in this plan.

Table 12: Roles and Responsibilities

Role	Responsibilities
Executive Policy Group	<ul style="list-style-type: none"> ❖ Maintains overall responsibility for recovery operations, including resolution of policy issues. ❖ Coordinates with county officials on disaster-related issues concerning their municipalities. ❖ Ensures municipalities provide documentation to the county. ❖ Coordinate requests for financial support from state and federal agencies. ❖ Appoints a Local Disaster Recovery Manager.
Emergency Management Director	<ul style="list-style-type: none"> ❖ Serves as the Local Disaster Recovery Manager until one is appointed. ❖ Organizes, administers, and coordinates response operations under the direction of the Camden County Board of Commissioners, mayors, and city and county administrators. ❖ Maintains the Disaster Recovery and Redevelopment Plan and determines necessary training and exercises to enhance preparedness. ❖ Serves as the point of contact for recovery preparedness efforts. ❖ Establishes and maintains contacts and networks for disaster recovery resources and services.
Local Disaster Recovery Manager	<ul style="list-style-type: none"> ❖ Serves as the primary point of contact for disaster recovery coordination and implementation with the State of Georgia and the Federal Government. ❖ Coordinates with the State Disaster Recovery Coordinator and the Federal Disaster Recovery Coordinator. ❖ Organizes, coordinates, and manages county recovery and redevelopment operations. ❖ Activates the Disaster Recovery and Redevelopment Plan and Recovery Support Functions in coordination with the Emergency Management Director. ❖ Participates in damage and impact assessments with other recovery partners. ❖ Oversees the development of the Post-Incident Action Plan in coordination with the Recovery and Redevelopment Committee. ❖ Ensures that the community recovery process is fair and equitable to all members of the community. ❖ Communicates recovery priorities to state and federal governments and other recovery stakeholders. ❖ Documents and communicates recovery progress, including adjustments and improvements, to recovery stakeholders and authorities.



Role	Responsibilities
Recovery and Redevelopment Committee	<ul style="list-style-type: none"> ❖ Develops an incident-specific strategy (i.e., the Post-Incident Action Plan) to facilitate the recovery and redevelopment of the county, based on (1) the vision, processes, and goals identified in the Disaster Recovery and Redevelopment Plan and (2) feedback received from the community after the incident. ❖ In coordination with the Local Disaster Recovery Manager, adjudicates competing resource requests, gives policy guidance, and makes determinations about how to use scarce resources in accordance with the county’s values and priorities. Coordinate with elected officials as needed. ❖ Revises the Post-Incident Action Plan on a regular basis to ensure that the goals, projects, and actions captured in the document represent the community’s priorities during short-term, intermediate, and long-term recovery operations. ❖ Helps decide recovery and redevelopment activities for the county.
State Disaster Recovery Coordinator	<ul style="list-style-type: none"> ❖ Provides support for local recovery-dedicated operations. ❖ Communicates the roles and responsibilities of the state to the local governments. ❖ Works with local recovery agencies and the Local Disaster Recovery Manager to facilitate the development of an accessible communication strategy. ❖ Coordinates state, federal, and other funding streams for recovery efforts, and communicates issues and solutions to recovery assistance gaps and overlaps. ❖ Ensures inclusiveness in the community recovery process, including persons with medical functional needs and limited English proficiency. ❖ Facilitates the development of state recovery priorities and communicates statewide recovery priorities to the Local Disaster Recovery Manager and Federal Disaster Recovery Coordinator.



Role	Responsibilities
<p>Federal Disaster Recovery Coordinator</p>	<ul style="list-style-type: none"> ❖ Coordinates supplemental federal disaster assistance available under the presidential disaster declaration. ❖ Facilitates disaster recovery coordination and collaboration between the federal, state, and local governments; the private sector; and voluntary, faith-based, and community organizations. ❖ Partners with and supports the Local Disaster Recovery Manager and the State Disaster Recovery Coordinator to facilitate disaster recovery in the impacted area. ❖ Develops a strategic approach for coordinating federal assistance and policies. ❖ Facilitates federal funding streams and solutions to assistance gaps and overlaps. ❖ Reinforces the importance of compliance with federal civil rights laws when using federal funds. ❖ Briefs senior level officials on the pace, challenges, and needs of the recovery, and proposes and coordinates solutions for successful recovery and redevelopment. ❖ Monitors the impacts and results of recovery decisions and evaluates the need for additional assistance and adjustments where necessary and feasible throughout the recovery.

6.3 Recovery and Redevelopment Committee

The Recovery and Redevelopment Committee will coordinate with the Local Disaster Recovery Manager during recovery and redevelopment operations. The Committee will consist of, at minimum, the Coordinating Agency of each Recovery Support Function, and additional members may be appointed by the Executive Policy Group.

The committee has no authority to speak on behalf of local jurisdictions or the county, to impede funds, or make commitments for the local jurisdictions or the county. Its primary purposes are:

- ❖ To ensure the community’s values and needs are reflected and documented in the Post-Incident Action Plan and to see that the document is regularly updated to reflect community needs as they change across the phases of disaster recovery and redevelopment.
- ❖ To advocate for recovery and redevelopment actions, projects, and efforts that support the achievement of the county’s priorities and goals as defined in this plan, and as informed by community members after a disaster (through stakeholder engagement and an open planning process).

6.4 RSF Missions

Table 13 describes the specific roles and responsibilities of the seven RSFs based on their functional areas of expertise. These mission statements are intended to guide the operations of each RSF so they can effectively work together to promote disaster recovery and redevelopment.





Table 13: RSF Missions

RSF	Mission
1 – Community Planning	Facilitate the following, through community engagement and equitable representation of county residents: (1) the post-incident recovery planning process, (2) financing recovery and redevelopment to the extent possible, and (3) building the capacity of the community post-disaster.
2 – Economic Redevelopment	Coordinate the county’s public, private, and non-profit efforts to develop and implement programs and policies to sustain, rebuild, and promote business and economic opportunities that lead to an economically resilient county.
3 – Health and Social Services	Coordinate health and human services within the county’s public, private, and non-profit sectors to support long-term recovery and redevelopment in the aftermath of a disaster or emergency that causes a long-term impact to the community.
4 – Housing	Develop and implement programs and policies to ensure the provision of housing services by assisting residents who are displaced from their home for an extended period due to a disaster.
5 – Infrastructure Systems	Develop and implement programs and policies to ensure the provision of services by integrating the efforts of public and private stakeholders to recover and rebuild or repair systems in a way that makes the systems less susceptible to the effects of future disasters (natural or man-made).
6 – Natural and Cultural Resources	Coordinate public, private, and non-profit efforts to maintain, restore, and support future preservation of natural and cultural resources following a disaster.
7 – VOAD	Respond to the unmet needs of families and individuals affected by disasters by (1) identifying unmet needs through case management, (2) coordinating volunteers, (3) organizing and managing donations, and (4) overseeing the allocation of donations to community members.



7 Concept of Operations

This plan provides a flexible and scalable framework for decision-making before, during, and after an incident causing significant impacts to infrastructure, housing, the economy, and the health, social, cultural, historic, and environmental character of Camden County.

7.1 Plan Activation

For disasters or incidents that provide advance warning or notice (e.g., hurricanes, storms), the Local Disaster Recovery Manager may elect to place none, some, or all the RSFs on standby for the event. If he or she elects to do so, the Local Disaster Recovery Manager will notify relevant RSF Coordinating Agencies that they are being placed on standby for activation.

After a disaster impacts Camden County, the Camden County Emergency Management Director, in coordination with the Local Disaster Recovery Manager and elected officials, will determine whether to activate the Disaster Recovery and Redevelopment Plan. The Disaster Recovery and Redevelopment Plan may be activated while response operations are still underway. It is likely that during the early stages of recovery, select response operations will continue as necessary.

Once the Disaster Recovery and Redevelopment Plan is activated, the Local Disaster Recovery Manager may activate none, some, or all the RSFs to return the county to its pre-disaster condition or to its “new normal.” The Local Disaster Recovery Manager will notify the Coordinating Agency of the activated RSF when they are mobilized. If the Coordinating Agency cannot be contacted or fails to report for duty, the Local Disaster Recovery Manager will coordinate with the RSF’s Supporting Agencies and the Camden County Emergency Management Director to assign a new Coordinating Agency.

The Local Disaster Recovery Manager is responsible for overseeing the activation of recovery and redevelopment ordinances to facilitate recovery and redevelopment operations. This may require coordination with impacted municipalities.

7.2 Recovery and Redevelopment Operations

7.2.1 Short-Term Recovery

Short-term recovery operations involve managing and containing immediate impacts of a disaster on community systems, 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 to a pre-disaster condition.*

In the early phases of recovery, the continuation of government operations and recovery services are of primary importance. This may result in temporary suspension of some services, reduced



business hours, and relocation of personnel as well as the relocation of operations from damaged facilities. If relocation is necessary, information on alternate service delivery locations will be provided to the public.

The county is also responsible for ensuring that recovery activities are publicly supported, actionable, and feasible. The county should focus on ensuring all members of the community are represented in recovery activities, including the economically disadvantaged, the elderly, and people with disabilities.

The primary tool for increasing the visibility and equity of recovery operations will be the Post-Incident Action Plan, which should identify major recovery initiatives and critical action priorities that are documented in the Disaster Recovery and Redevelopment Plan or are necessitated by specific post-disaster conditions. The Post-Incident Action Plan should be created as soon as possible once the Disaster Recovery and Redevelopment Plan is activated, and regularly reviewed and updated throughout the recovery and redevelopment process. More information about the Post-Incident Action Plan can be found in Section 6 of **Appendix 6**.

Table 14: Short-Term Recovery Profile

Topic	Examples
Short-Term Recovery Activities	<ul style="list-style-type: none"> ❖ Initial debris management. ❖ Providing essential health and safety services. ❖ Managing shelters or other temporary housing solutions, including transitioning individuals and households from shelters to temporary housing. ❖ Returning displaced populations and pets. ❖ Completing damage assessments. ❖ Mobilizing Disaster Recovery Centers. ❖ Initial restoration of essential infrastructure. ❖ Develop a Post-Incident Action Plan that identifies and describes recovery initiatives and action priorities anticipated or underway to address post-disaster needs (refer to Appendix 6, Section 3.10 for more information).
Indicators of Transition to Intermediate Recovery	<ul style="list-style-type: none"> ❖ Threat to life-safety is contained or is over. ❖ Several weeks have passed. ❖ The EOC is demobilized. ❖ Individuals are moving from shelters to temporary or permanent housing. ❖ Key businesses like grocery stores, pharmacies and banks are re-opening.
Redevelopment Considerations	<ul style="list-style-type: none"> ❖ Review the Georgia Hazard Mitigation Strategy and Climate Action Plan. ❖ Oversee the process of conducting preliminary damage assessments to determine the extent of damage and determine which structures are safe to enter. ❖ Identify which buildings were the most vulnerable to the disaster and need to be reinforced and develop a strategy to prioritize repairs. ❖ Evaluate the need for activating a post-disaster redevelopment ordinance to stall or create additional scrutiny of construction projects



in disaster-affected areas. Refer to the example ordinance in **Appendix 6** of the Disaster Recovery and Redevelopment Plan.

7.2.2 Intermediate Recovery

Intermediate recovery operations involve managing and containing cascading impacts of an event in order to stabilize the community and prepare it for long-term recovery and redevelopment. This involves establishing temporary and permanent housing, bringing government and commercial services closer to pre-disaster conditions, rebuilding infrastructure, fostering economic recovery, and supporting the physical and mental health of the community.

During intermediate recovery, the county and its partners must continue to conduct damage and impact assessments. These assessments can be expanded to consider the new distribution of the population and which areas of the community should be developed first in order to have the greatest impact on recovery. At this point in recovery, it is vital that schools, medical facilities, and financial institutions are running again, even if at partial capacity, to prevent individuals from vacating the county.

The intermediate phase of recovery should also include new disaster mitigation strategies; these should be incorporated into community development as early as possible in order to strengthen the community for the next disaster. Refer to **Table 15** for more information.

Table 15: Intermediate Recovery Profile

Topic	Examples
Intermediate Recovery Activities	<ul style="list-style-type: none"> ❖ Continue to support Disaster Recovery Centers, if opened. ❖ Continue to evaluate residents’ emotional and mental well-being and direct them to mental, behavioral, and spiritual assistance. ❖ Begin developing an after-action report and assessing the overall response. ❖ Ensure that both new and repaired buildings are compliant with the Americans with Disabilities Act. ❖ Manage the collection, storage, and distribution of donations and volunteer labor. ❖ Collaborate with public, private, and non-governmental stakeholders to raise financial support and long-term capital investment for county recovery.
Indicators of Transition to Long-Term Recovery	<ul style="list-style-type: none"> ❖ There are no longer any immediate threats to life-safety. ❖ Months have passed. ❖ Measurable and successful progress has been made on restoring public facilities and private businesses and services. ❖ Businesses are up and running.



Redevelopment Considerations	<ul style="list-style-type: none"> ❖ Mobilize “One-Stop Service Centers” (refer to Section 9.10 of Appendix 6). ❖ Decide what to do with repetitive loss properties (e.g., replace with green space or fortify). ❖ Solicit elected officials’ support of the redevelopment strategy. ❖ Review land-use, building, and zoning codes to determine changes needed for new development.
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7.2.3 Long-Term Recovery

Long-term recovery and redevelopment operations may continue for months or years. The goal underlying long-term recovery and redevelopment operations is to move the impacted community toward self-sufficiency, sustainability, and resilience. 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*.

The purpose of long-term recovery is to combat secondary impacts of disasters, such as economic stagnation or loss of residents. During this phase of recovery, it is likely that primary leadership will transition from emergency management toward a local leader with more oversight and responsibility for the general well-being of the community (e.g., elected officials, community planning bodies).

Table 16: Long-Term Recovery Profile

Topic	Examples
Long-Term Recovery Activities	<ul style="list-style-type: none"> ❖ Restoration and reconstruction of major public facilities. ❖ Continued restoration and reconstruction of damaged homes, businesses, and public facilities. ❖ Providing ongoing case management to impacted residents. ❖ Transitioning residents from temporary housing to permanent housing. ❖ Provide job training and workforce assistance to support the economic recovery of the county and draw back residents.
Indicators of Transition to Long-Term Recovery	<ul style="list-style-type: none"> ❖ The Local Disaster Recovery Manager, in coordination with county leaders, determines when to discontinue recovery operations and return to normal operations. ❖ Some RSFs may demobilize before others based on the unique impacts of the disaster.
Redevelopment Considerations	<ul style="list-style-type: none"> ❖ Secure government funding streams to support redevelopment months after the disaster. ❖ Find ways to monitor development progress and to forecast how much development efforts will avert injuries, deaths, and financial loss in the event of a disaster.



7.3 County, State, and Federal Coordination

At various points of recovery, county, state, and federal organizations will assume different responsibilities for coordinating recovery and redevelopment activities. The table below includes example activities.

Table 17: Example Coordination Activities

County Government	State Government	Federal Government
Short-Term Recovery		
<ul style="list-style-type: none"> ❖ Appoint a Local Disaster Recovery Manager to lead recovery activities.³³ ❖ Request assistance from the State, as needed. 	<ul style="list-style-type: none"> ❖ Provide financial assistance to the county. ❖ Build an organizational structure for managing recovery. ❖ Request assistance from other states or from the Federal Government. 	<ul style="list-style-type: none"> ❖ Conduct Preliminary Damage Assessments within the county. ❖ Establish an organizational structure for managing recovery. ❖ Provide assistance through federal programs (e.g., FEMA, SBA, HUD, USDA).
Intermediate-Term Recovery		
<ul style="list-style-type: none"> ❖ Communicate priorities and planning processes to state and federal entities. ❖ Take the lead on recovery operations. 	<ul style="list-style-type: none"> ❖ Provide financial assistance programs to the county and citizens. ❖ Continue to provide oversight but decrease involvement. 	<ul style="list-style-type: none"> ❖ Provide financial assistance programs to the county and citizens. ❖ Continue to provide oversight but decrease involvement.
Long-Term Recovery		

³³ The Local Disaster Recovery Manager should have a strong background in community development, be knowledgeable of the community, and be familiar with emergency management principles.



<ul style="list-style-type: none"> ❖ Coordinate with county organizations focused on community development (e.g., business, housing, environment) to conduct mitigation activities. 	<ul style="list-style-type: none"> ❖ Provide financial assistance and cost recovery services. ❖ Cease direct assistance. 	<ul style="list-style-type: none"> ❖ Provide financial assistance and cost recovery services. ❖ Cease direct assistance.
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7.4 Recovery Sites and Facilities

The following sites and facilities may be used to coordinate or perform recovery and redevelopment operations.

Table 18: Recovery Sites and Facilities

Facility	Description
Camden County Emergency Operations Center	Initial location activated to support field operations in Camden County. The Emergency Operations Center is a central facility from which local governments can provide interagency coordination and decision-making in support of incident response. The Emergency Operations Center will operate until the incident is stabilized, life-safety concerns are mitigated, and operations have transitioned to focus on long-term recovery.
State Emergency Operations Center	A central facility in Atlanta, which provides interagency coordination and decision making in support of incident response.
Joint Field Office	If a Presidential Declaration is received, the Federal Coordinating Officer will establish a Joint Field Office to coordinate the relief and recovery effort. The Joint Field Office will be staffed with representatives from federal agencies having emergency responsibilities as well as state and local officials. If possible, the Joint Field Office should be co-located or near the county's Recovery Coordination Center.
Recovery Coordination Center	May be established during the response phase to begin planning for the recovery process, support damage assessment, ensure documentation of disaster-related operations and expenditures, and provide for coordination with GEMA/HS on recovery programs issues and implementation. This facility will be co-located with the Disaster Field Office.
Disaster Recovery Center	Mechanism for delivering assistance to disaster survivors. It is a readily accessible facility where disaster survivors can meet face-to-face with representatives of federal, state, county, local, and volunteer agencies.
Insurance Assistance Center	May be mobilized by the Georgia Insurance Commissioner to assess the extent or need for insurance providers to facilitate client interaction. May be co-located with the Disaster Recovery Center. The facility should always have a local manager staffing the facility, if activated.



<p>Business Recovery Center</p>	<p>Established by the SBA to provide key financial and counseling services to businesses impacted by disaster, including information on SBA Disaster Loans. The county may open one or more Business Recovery Centers to receive requests for recovery assistance from businesses, organizations, or other entities such as public and private universities and healthcare facilities. This may be co-located with the DRC. The facility should always have a local manager staffing the facility, if activated.</p>
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7.5 Demobilization

The Local Disaster Recovery Manager determines when to discontinue recovery operations and return to normal operations, taking into consideration the completion of long-term recovery and redevelopment operations. Some RSFs may demobilize before others based on the extent of the disaster.



8 Finance and Administration

Financing recovery and redevelopment operations after a large-scale disaster may require significant financing, which in turn requires administrative support to track and maintain records of disbursements and spending. The first half of this section highlights potential avenues of funding outside of and including federal grant programs, while the second portion offers high-level guidance on record-keeping and documentation.

8.1 Financing Recovery and Redevelopment

Understanding the available tools and programs by which pre-and post-disaster planning issues can be addressed will help stakeholders and the public discuss options regarding financial capacity, including:

- ❖ Local reserves, credit, and insurance
- ❖ State and federal resources, grants, and loans
- ❖ Commercial loans
- ❖ Pre-established recovery contracts
- ❖ Private, non-profit, and other resources

8.1.1 Local Reserves, Credit, and Insurance

Establishing reserve funds and maintaining a strong line of credit are important considerations for post-disaster planning. FEMA's Public Assistance (PA) Program requires that local governments first pay for critical facility and infrastructure repairs before they can be reimbursed for those expenses. Reserve funds allow the county to borrow from itself to finance operations and rebuild critical facilities until federal reimbursement funds begin to arrive. If establishing a local reserve is not a viable option, the county may want to explore other options for funding post-disaster expenditures.³⁴

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 lack appropriate coverage until a disaster has occurred.

Additionally, many residents will not be able to rebuild or relocate within the county without government assistance. FEMA's Individual Assistance (IA) Program and Small Business Association (SBA) loans can provide various forms of assistance but understanding the process and eligibility requirements can be challenging. However, ongoing education and outreach

³⁴ More information about FEMA's PA Program is available in Appendix 4.



initiatives to residents, businesses, and elected officials before and after a disaster may be effective in mitigating these challenges.

8.1.2 State and Federal Resources, Grants, and Loans

Funding for post-disaster redevelopment projects is available both before and after a disaster occurs. Regardless of the type or quantity of resources considered for a specific project, it is important to identify all the potential resources, programs, and stakeholders that may be leveraged in the post-disaster planning process.

Coordinating with funding organizations prior to a disaster will provide Camden County with an understanding of each organization's policies, timelines, funding uses and restrictions, types of aid, and recipient and project eligibility requirements. Funding organizations might allow waivers of certain criteria or endorse creative financing solutions (e.g., local match requirements including in-kind services) depending on the type or magnitude of the disaster, so these possibilities should be explored.

Camden County should continue to familiarize itself with potential funding programs, organizations, and requirements (e.g., additional staffing). Potential funding programs are identified in the ***Disaster Recovery and Redevelopment Planning: A Guide for Georgia's Communities***, available online.

8.1.3 Commercial Loans

The county may also need to pursue commercial loans through local banks and/or credit unions to cover disaster costs. Camden County should consider working with the local banking industry before an event to explore ways they can work together to further recovery activities following a disaster.

One type of assistance local banks may provide to local businesses following a disaster is bridge loans. Bridge loans are short-term loans that can be used to help the county and/or local businesses recover from a disaster until the county or the local businesses can secure a more permanent source of financing.

8.1.4 Pre-Established Recovery Contracts

Pre-established contracts are helpful for expediting the goods and services needed for post-disaster recovery. These contracts are more easily executed, as they have already been reviewed and approved by the applicable jurisdiction's finance department.

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 Section 13.36.



8.1.5 Private, Non-Profit, and Other Resources

Non-profit organizations and private foundations are potential resources for funding and other partnerships (e.g., The Trust for Public Land, Habitat for Humanity, community foundations). In addition to funding available from their donors, these organizations may have access to resources from private donors.

Public and private colleges or universities can also 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.

8.2 Record-Keeping

The impacts and costs associated with the disaster should be properly documented; doing so will inform future studies of the disaster and its impacts and is frequently required by federal grant programs to demonstrate that costs were reasonable and allowable. Strong documentation procedures should be initiated during response operations and carry over to recovery and redevelopment. Camden County should be prepared to:

- ❖ Implement a disaster documentation system from the beginning of the event.
- ❖ Ensure disaster-related expenditures are easily distinguished from ongoing activities.
- ❖ Maintain accurate accounting records for disaster-related expenditures including:
 - Force account labor (timesheets) and equipment;
 - Invoices for rented equipment, materials, and purchases;
 - Photographs of damage and repair;
 - Insurance information;
 - Environmental and historical preservation issues; and
 - Records of donated goods and services.
- ❖ Keep these records for a minimum of three years after the last federally funded recovery project is completed or as required by regulation on a state or federally funded disaster recovery project.



9 Plan Maintenance

The Camden County Emergency Management Agency 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 limited to: standard operating procedures, implementing procedures, and/or operational guidelines.

The Camden County Emergency Management Agency is responsible for the coordination of disaster recovery activities, including developing, coordinating, and maintaining the Disaster Recovery and Redevelopment Plan. RSF agencies will assist Camden County Emergency Management in recovery planning and execution.

9.1 Plan Reviews and Updates

The Disaster Recovery and Redevelopment Plan 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.

Some sections of the plan should be reviewed and updated more frequently to maintain the operability of the plan. **Table 19** describes how frequently various sections of the plan should be reviewed and updated:

Table 19: Recommended Update Schedule

Frequency	Sections to Update
Quarterly	<ul style="list-style-type: none"> ❖ Contact Information for RSF Stakeholders
Annually	<ul style="list-style-type: none"> ❖ Situation Overview ❖ Resilience Assessment ❖ Recovery Vision and Goals ❖ Concept of Operations ❖ RSF Annexes ❖ Roles and Responsibilities ❖ Appendices 1-4
As Needed	<ul style="list-style-type: none"> ❖ Introduction ❖ Planning Assumptions ❖ Authorities and References ❖ Plan Maintenance ❖ Appendices 5-6



9.2 Proposed Changes

Any department or agency with assigned responsibilities within the Recovery and Redevelopment Plan may propose a change to the plan. Camden County Emergency Management is responsible for managing proposed modifications to the plan with Coordinating Agencies, Supporting Agencies, and other stakeholders. Camden County Emergency Management Agency will coordinate review and approval for proposed modifications as required.

9.3 After-Action Reporting

After-action reports should be developed after exercises or real-world events in order to document strengths, areas for improvement, and improvement actions. After-action reporting oversight will be provided by the plan owner, Camden County Emergency Management. Any stakeholders identified in Section 6 of the Disaster Recovery and Redevelopment Plan are expected to participate in after-action reporting to ensure that feedback and changes are captured. Improving the county's recovery and redevelopment capabilities will require an iterative and cyclical approach to planning, training, exercising.



10 Authorities and References

- ❖ The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L.93-288, as amended)
- ❖ The Disaster Mitigation Act of 2000 (P.L. 106-390)
- ❖ The Sandy Recovery Improvement Act of 2013 (P.L. 113-2) (SRIA)
- ❖ The Post-Katrina Emergency Management Reform Act of 2006 (P.L.109-295)
- ❖ National Mitigation Framework, as amended
- ❖ National Prevention Framework, as amended
- ❖ National Protection Framework, as amended
- ❖ National Response Framework, as amended
- ❖ National Disaster Recovery Framework, as amended
- ❖ National Preparedness Goal (NPG), as amended
- ❖ The Single Audit Act of 1984 (P.L. 98-502, as amended)
- ❖ 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (The Super Circular)
- ❖ 13 CFR Part 123, SBA Disaster Loan Program
- ❖ 44 CFR Part 13, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments
- ❖ 44 CFR Part 14, Administration of Grants: Audits of State and Local Governments
- ❖ 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared on or after November 23, 1988
- ❖ Presidential Decision Directive 63 (PDD-63), United States Policy on Protecting America's Critical Infrastructure
- ❖ Homeland Security Presidential Directive 5 – National Incident Management System
- ❖ Homeland Security Presidential Directive 7 – Critical Infrastructure Identification, Prioritization and Protection
- ❖ Homeland Security Presidential Directive 8 – National Preparedness
- ❖ Presidential Policy Directive/PPD-8: National Preparedness
- ❖ Presidential Executive Order 12148 – FEMA
- ❖ ADA Best Practices Tool Kit for State and Local Governments, Chapter 7, Emergency Management under Title II of the ADA (2007), Addenda 1-3, and the Introduction to Appendices 1 and 2 (Attached as Exhibit 1); Titles II, III, and V of the Americans with Disabilities Act of 1990, 42 U.S.C. §§ 12101-12103, 12131-12134, 12181-12188, and 12201-12213, as amended by the ADA Amendments Act of 2008. Nondiscrimination on the Basis of Disability in State and Local Government Services, 28 C.F.R. pt. 35. Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial Facilities, 28 C.F.R. pt. 36. The Americans with Disabilities Act Title II Technical Assistance Manual (1993) and Supplement (1994). The Americans with Disabilities Act Title III Technical Assistance Manual (1993) and Supplement (1994).
- ❖ Section 504 of the Rehabilitation Act of 1973, 29 U.S.C. §§ 794, as amended. Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Federal Emergency Management Agency, 44 C.F.R. pt. 16. Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities



Conducted by the Department of Justice, 28 C.F.R. pt. 39. Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal Financial Assistance, 45 C.F.R. pt. 84 (Department of Health and Human Services). Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal Financial Assistance, 34 C.F.R. pt. 104 (Department of Education). Nondiscrimination Based on Handicap in Federally Assisted Programs and Activities of the Department of Housing and Urban Development, 24 C.F.R. pt. 8.

- ❖ Title VIII of the Civil Rights Act of 1968 (“Fair Housing Act”), as amended, 42 U.S.C. §§ 3601-3631. Discriminatory Conduct Under the Fair Housing Act, 24 C.F.R. pt. 100. x The Architectural Barriers Act of 1968, as amended, 42 U.S.C. §§ 4151-4157. Construction and Alteration of Public Buildings, 41 C.F.R. pt. 101-19.
- ❖ Age Discrimination Act of 1975
- ❖ Health Insurance Portability and Accountability Act (HIPAA)
- ❖ Quick Facts – Camden County, Georgia. United States Census Bureau, 2017
- ❖ Public Assistance Program and Policy Guide (PAPPG), FEMA 104-009-2
- ❖ Comprehensive Preparedness Guide 101, Version 2.0 Developing and Maintaining Emergency Operations Plans, FEMA November 2010

10.1 State of Georgia

- ❖ Georgia Emergency Management Act of 1981, as Amended, December 1992
- ❖ Georgia Disaster Recovery and Redevelopment Plan
- ❖ Georgia Emergency Operations Plan
- ❖ Post-Disaster Recovery and Redevelopment Planning, GA Department of Natural Resources
- ❖ Saltwater Management Plan, June 2006
- ❖ Flood Response Toolkit, Georgia Department of Natural Resources, 2015

10.2 Camden County

- ❖ Camden County Joint Comprehensive Plan, 2007
- ❖ City of St. Marys Flood Damage Prevention Ordinance
- ❖ Camden County Erosion Control and Stormwater Management Plan 2009, as amended 2016
- ❖ City of St. Marys EOP, 2009
- ❖ Camden County Service Delivery Strategy Plan, 2008
- ❖ Camden County Hurricane Guide, 2018
- ❖ Camden County Hazard Mitigation Plan, 2016



11 Acronyms and Glossary

Table 20 contains a list of acronyms and abbreviations that are likely to be used during recovery and redevelopment operations.

Table 20: Acronyms

Acronym	Term
ADA	Americans with Disabilities Act
CDBG[-DR]	Community Development Block Grants [Disaster Relief]
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
DRC	Disaster Recovery Center
DRRP	Disaster Recovery and Redevelopment Plan
FEMA	Federal Emergency Management Agency
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FTA[-ER]	Federal Transit Administration [Emergency Relief]
GEMA/HS	Georgia Emergency Management and Homeland Security Agency
GIS	Geographic Information System
IA	Individual Assistance
JFO	Joint Field Office
LDRM	Local Disaster Recovery Manager
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
OSHA	Occupational Safety and Health Administration
PA	Public Assistance
RSF	Recovery Support Function
SBA	Small Business Administration
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
VOAD	Voluntary Organizations Active in Disaster



Table 21 presents a glossary of terms that may be used during recovery and redevelopment operations, or that are used in this plan.

Table 21: Glossary

Term	Definition
Community	A connected network of individuals, families, businesses, and governments that reside in a shared area often represented by political leadership.
Critical Infrastructure	Physical or virtual systems that are vital for a community to operate and provide basic services and necessities.
Cultural Resources	Items or assets that have significance to a specific cultural group or provide knowledge about that group. This includes archaeological resources or historic sites.
Damage Assessment	The procedure for evaluating the damage to public and private property based on the cost to replace and repair damages.
Disaster	Natural, technological, or manmade emergency that causes enough damage or is large enough in scope to result in a declaration of emergency by a county, governor, or the president of the United States.
Disaster Recovery Center	Central location for delivering assistance to disaster survivors. It is a readily accessible facility where disaster survivors can meet face-to-face with representatives of federal, state, county, local, and volunteer agencies.
Emergency	An incident that requires response action to protect life or property.
Emergency Operations Center	Central facility from which local governments can provide interagency coordination and decision making in support of incident response.
Hazard Mitigation Plan	Plan describing risk reduction strategies within a jurisdiction, county, or state. In some cases, a hazard mitigation plan is a requirement to receive FEMA non-emergency disaster assistance.
Historic Structure	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.
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.
Mitigation	Effort to reduce loss of life and property by lessening the impact of disasters through risk analysis, risk reduction, and risk insurance.
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.
Recovery	Restoration and strengthening of key systems and resource assets post-disaster that are critical to the economic stability, vitality, and long-term sustainability of the community.



Term	Definition
Redevelopment	Redevelopment involves rebuilding degraded, damaged, or destroyed buildings and infrastructure (natural, social, or physical) to create the foundation for long-term development and resilience by using multiple funding streams to complete improvement projects. Redevelopment planning requires assessing the county’s previous efforts to think through disaster redevelopment in the natural and built environment, consolidating information about those processes, and articulating a path forward based on the community’s values and gaps in order to capitalize on the unique opportunities that arise in a post-disaster environment.
Resilience	A community’s ability to resist, withstand, recover from, and/or advance despite acute shocks and long-term stressors. Resilience is achieved by imagining success 50 to 100 years in the future and working toward that vision through daily activities.
Response	Immediate actions taken during and after a disaster to save lives, protect property, and restore basic human needs.
Restoration	Repairing a structure to its pre-disaster state.
Stafford Act	The Robert T. Stafford Disaster Relief and Emergency Assistance Act establishes the authority of the Federal Government to provide disaster assistance.
Sustainability	Meeting current needs while considering needs and growth in the future.



Appendix 1: RSF Activation Assessment Tool

Once the Disaster Recovery and Redevelopment Plan has been activated, the Local Disaster Recovery Manager will need to coordinate with the Camden County Emergency Management Agency Director to determine which RSFs should be activated to meet the needs of the disaster.

It is possible that the needs of the community will change as time progresses, making it necessary to activate and demobilize RSFs at different times during the recovery and redevelopment process. The job aid below is intended to be used by the Local Disaster Recovery Manager and the Camden County Emergency Management Agency Director to determine which RSFs should be active. This tool should be used in coordination with the Local Disaster Recovery Manager Checklist (**Appendix 1** of the Disaster Recovery and Redevelopment Plan). The lists provided in **Table 22** are not intended to be comprehensive, but to help Camden County perform a preliminary assessment during a stressful situation.

Table 22: RSF Activation Assessment Tool

Potential Criteria for Activation:	
COMMUNITY PLANNING	<ul style="list-style-type: none"> <input type="checkbox"/> A disaster has impacted more than five percent of the county’s entire population. <input type="checkbox"/> Camden County has either (1) issued evacuation orders/recommendations due to an imminent threat or (2) received evacuees from neighboring counties. <input type="checkbox"/> After a disaster, the county’s population has been reduced by five percent or more. <input type="checkbox"/> Camden County residents are unhappy with or do not trust local government officials after a disaster. <input type="checkbox"/> Camden County needs to finance recovery and redevelopment operations but is unsure of how the operations will be funded. <input type="checkbox"/> Years after a disaster, tourism rates fail to return to pre-disaster volume and residents and employees have continued to leave the county. <input type="checkbox"/> Camden County officials would like to implement projects after a disaster that will increase the county’s resilience to future events but are not sure how to fund the projects.



<p style="text-align: center;">ECONOMIC</p>	<p><input type="checkbox"/> A disaster has impacted more than 10 percent of businesses or employees in Camden County.</p> <p><input type="checkbox"/> The county witnesses an economic downturn as the result of a disaster.</p> <p><input type="checkbox"/> Business owners fail to renew or request construction permits from the county after a disaster.</p> <p><input type="checkbox"/> Tourism rates do not return to pre-disaster rates even months after a disaster.</p> <p><input type="checkbox"/> Participation in local business organizations (e.g., chambers of commerce) has fallen since a disaster.</p> <p><input type="checkbox"/> After a disaster, unethical business practices are brought to light that make residents feel unsafe or disrespected.</p>
<p style="text-align: center;">HEALTH AND SOCIAL SERVICES</p>	<p><input type="checkbox"/> A disaster impacted multiple healthcare providers in Camden County.</p> <p><input type="checkbox"/> A disaster impacted Camden County and resulted in gruesome or terrifying experiences that may cause trauma to residents' health or wellbeing.</p> <p><input type="checkbox"/> Camden County was impacted by a hazardous materials spill or incident.</p> <p><input type="checkbox"/> A disaster impacted one or more vulnerable populations (e.g., those living in mobile homes, aging residents, or non-native English speakers).</p>
<p style="text-align: center;">HOUSING</p>	<p><input type="checkbox"/> A significant portion of the housing stock in Camden County was damaged or destroyed as the result of a disaster.</p> <p><input type="checkbox"/> Camden County received evacuees from neighboring counties that need semi-permanent or permanent housing.</p> <p><input type="checkbox"/> Major employers in Camden County cannot re-open businesses due to inability or challenges finding housing for employees after a disaster.</p> <p><input type="checkbox"/> Resources to rebuild homes (e.g., permits, contractors, experts, lumber) are scarce after a disaster, making it difficult for homeowners to repair or rebuild their homes.</p>



<p style="writing-mode: vertical-rl; transform: rotate(180deg);">INFRASTRUCTURE SYSTEMS</p>	<p><input type="checkbox"/> After a disaster, Camden County’s critical infrastructure is damaged, presenting challenges to employees, residents, or visitors.</p> <p><input type="checkbox"/> Repairs or improvements are expected to take longer than six months and/or result in severe or complete disruptions of services for more than eight hours at a time.</p> <p><input type="checkbox"/> Critical infrastructure located in an area that is repeatedly impacted by disasters needs to be repaired or rebuilt.</p> <p><input type="checkbox"/> Infrastructure systems impacted by a disaster could be improved by adaptation or mitigation tactics.</p> <p><input type="checkbox"/> A disaster reveals a “single-point-of-failure,” and the county’s entire infrastructure system cannot function when a single service area is impacted.</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">NATURAL AND CULTURAL RESOURCES</p>	<p><input type="checkbox"/> Ecotourism is impacted by a disaster and tourism rates do not return to pre-disaster rates.</p> <p><input type="checkbox"/> A disaster impacts a native species of plant or animal, threatening to wipe out a unique aspect of Camden County’s environment.</p> <p><input type="checkbox"/> Historical homes, buildings, or other assets are damaged as a result of a disaster.</p> <p><input type="checkbox"/> Redevelopment after a disaster threatens the natural environment or takes place in areas that are likely to be affected by future disasters.</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">VOADS</p>	<p><input type="checkbox"/> Volunteers offer their services to Camden County.</p> <p><input type="checkbox"/> Camden County receives a presidential disaster declaration and volunteer hours are reimbursable under federal grants.</p> <p><input type="checkbox"/> Houses of worship provide services to disaster survivors after an event (e.g., food, shelter, clothing).</p>



Appendix 2: Local Disaster Recovery Manager Job Aid Checklist

To facilitate effective and efficient local recovery, the National Disaster Recovery Framework (NDRF) strongly recommends that local government leaders appoint a Local Disaster Recovery Manager to serve as the central manager for recovery coordination activities. The person who fills this position should have experience related to the recovery core capabilities (economic development, housing, infrastructure/public works, health and social services, and natural and cultural resources) and strong working relationships within the county.

Once local government leaders identify Local Disaster Recovery Manager candidates, those individuals should review the Disaster Recovery and Redevelopment Plan and this checklist to learn more about their roles and responsibilities *before* a disaster takes place.

Table 23: Local Disaster Recovery Manager Job Aid Checklist

Phase	Action	
PRE-DISASTER	Review and understand the Local Disaster Recovery Manager roles and responsibilities by studying the Disaster Recovery and Redevelopment Plan and the Local Disaster Recovery Manager Job Aid Checklist (Appendix 2).	<input type="checkbox"/>
	Understand the role and function of all RSFs by reviewing Section 6.3 of the Disaster Recovery and Redevelopment Plan and the RSF Annexes. Note: If more information is required, the Local Disaster Recovery Manager may review the National Disaster Recovery Framework, available at: https://www.fema.gov/national-disaster-recovery-framework .	<input type="checkbox"/>
	Ensure that the Disaster Recovery and Redevelopment Plan is maintained and updated at least on an annual basis according to the process outlined in Section 9 .	<input type="checkbox"/>
	Support the development and revision of the local Disaster Recovery and Redevelopment Plan by sharing lessons learned from previous disasters, personal experience, and gaps in the current version of the Disaster Recovery and Redevelopment Plan. Note: To better understand the planning process, read the Federal Emergency Management Agency’s Pre-Disaster Recovery Planning Guide for Local Governments, available at: https://www.fema.gov/media-library/assets/documents/129203 .	<input type="checkbox"/>



Phase	Action	
PRE-DISASTER	Coordinate with Camden County’s Emergency Management Agency to conduct training and exercises related to recovery and redevelopment.	<input type="checkbox"/>
	<p>Note: This may be as simple as adding a few questions about recovery or redevelopment to an existing training event or exercise.</p> Organize annual conference calls or meetings with RSF Coordinating Agencies to: <ul style="list-style-type: none"> ❖ Review the Disaster Recovery and Redevelopment Plan. ❖ Provide status reports on pre-disaster recovery and redevelopment projects or tasks. ❖ Reinforce the value of preparing for disasters ahead of time. <ul style="list-style-type: none"> ○ Note: Camden County Emergency Management may be engaged to perform this task, or the Local Disaster Recovery Manager can find resources online, such as the Federal Emergency Management Agency’s Pre-Disaster Recovery Planning Guide for Local Governments, referenced above. ❖ Assign responsibility for note-taking during the annual meetings to record progress and related action items. ❖ Store the notes physically or electronically in a safe location to show progress over time. 	<input type="checkbox"/>
SHORT-TERM RECOVERY	Review Sections 7.1 and 7.2 of the Disaster Recovery and Redevelopment Plan.	<input type="checkbox"/>
	Coordinate with the Camden County Emergency Management Director to determine whether to activate the Disaster Recovery and Redevelopment Plan.	<input type="checkbox"/>
	Coordinate with Camden County Emergency Management Agency to determine which RSFs should be activated to meet the needs of the community after a disaster.	<input type="checkbox"/>
	<p>Note: For assistance determining which RSFs to activate, refer to Appendix 1 of the Disaster Recovery and Redevelopment Plan.</p>	
	If the Coordinating Agency cannot be contacted or fails to report for duty, coordinate with the RSF’s Supporting Agencies and the Camden County Emergency Management Director to assign a new Coordinating Agency.	<input type="checkbox"/>
	Establish a regular schedule to meet with or talk to the Coordinating Agencies from each RSF. The purpose of these meetings should be to report out on community-wide challenges and identify potential solutions, making sure to assign ownership, expectations for progress reporting, and deadlines for completion.	<input type="checkbox"/>
Remind RSF Stakeholders of the Recovery Vision and Goals identified in Section 5 of the Disaster Recovery and Redevelopment Plan.	<input type="checkbox"/>	



Phase	Action	
SHORT-TERM RECOVERY	Identify and contact the State Disaster Recovery Manager and the Federal Disaster Recovery Manager to establish a positive working relationship.	<input type="checkbox"/>
	<p>Work with Camden County Emergency Management Agency to develop a strategy for assessing disaster impacts and performing damage assessments.</p> <p>Note: This may include preliminary damage assessments to determine whether the county is eligible for a presidential disaster declaration, or county-sponsored assessments to determine unmet needs.</p>	<input type="checkbox"/>
	<p>Coordinate with the county's Emergency Manager, elected officials, and RSF Coordinating Agencies, to ensure that essential services are provided to Camden County residents. Services may include, but are not limited to:</p> <ul style="list-style-type: none"> ❖ The provision of temporary housing or sheltering; ❖ Debris management services; ❖ Return of displaced pets or residents to areas that were evacuated prior to the disaster; ❖ Restoration of critical infrastructure; and ❖ Provision of public/governmental services (e.g., public education, law enforcement). 	<input type="checkbox"/>
	<p>Review Appendix 5 of the Disaster Recovery and Redevelopment Plan and mobilize a locally-managed Disaster Recovery Center.</p> <p>Note: Coordination with the county's public information officer (or equivalent) and Emergency Management Agency is recommended to effectively publicize the hours and location of the Disaster Recovery Center.</p>	<input type="checkbox"/>
	<p>Assess the needs of Camden County residents and determine what support, supplemental programs, or community-led initiatives are required to fill residents' unmet needs. Document the county's priorities, key actions, and initiatives to fill these needs in the county's Post-Incident Action Plan.</p> <p>Note: Unmet needs assessments may be formal surveys (e.g., door-to-door canvassing, polls through social media, polling audiences at Disaster Recovery Centers) or communication with RSF Coordinating Agencies during regular coordination meetings.</p>	<input type="checkbox"/>



Phase	Action
SHORT-TERM RECOVERY	<p>Assign responsibility for sharing the Post-Incident Action Plan and educating Camden County residents about the county’s anticipated goals, actions, and progress on operations.</p> <p>Note: Community engagement can emotionally empower residents after a devastating event and help residents heal as a community by working together to resolve important issues. The Local Disaster Recovery Manager should take care to ensure that community outreach is accessible and fair to all Camden County residents.</p>
	<p>Assign responsibility for the following tasks related to redevelopment or ensure that they are in progress:</p> <ul style="list-style-type: none"> ❖ Review the Georgia Hazard Mitigation Strategy and Climate Action Plan. ❖ Identify which buildings need to be reinforced first post-disaster. ❖ Evaluate the need for activating a post-disaster redevelopment ordinance to stall or create additional scrutiny of construction projects in disaster-affected areas. Refer to the example ordinance in Appendix 6 of the Disaster Recovery and Redevelopment Plan. <ul style="list-style-type: none"> ○ Note: Scrutiny of construction projects in areas impacted by the disaster may provide Camden County officials with an opportunity to study, recommend, or require that residents rebuild their homes to be more resistant (resilient) to future disasters, or alternatively, to speed up the reconstruction process to expedite the healing process for Camden County residents. ❖ Coordinate with Camden County officials to establish and staff a “One-Stop Service Center,” which may be co-located with the Disaster Recovery Center. <ul style="list-style-type: none"> ○ Note: The purpose of a One-Stop Service Center is to centralize redevelopment services such as permit processing to expedite repair of buildings, land-use permitting, or temporary-use permits or waivers.



Phase	Action	
SHORT-TERM RECOVERY	<p>Evaluate the need to transition from short-term recovery to intermediate recovery operations. If the decision is made to transition:</p> <ul style="list-style-type: none"> ❖ Review Section 7.2.2 of the Disaster Recovery and Redevelopment Plan. ❖ Determine whether the responsibilities of the Local Disaster Recovery Manager will be transitioned to another individual. <ul style="list-style-type: none"> ○ If so, brief that individual on his or her responsibilities and progress to date, and review Section 7.5 and Section 8.2 of the Disaster Recovery and Redevelopment Plan. ❖ Ensure that all records are up to date. ❖ Notify all key stakeholders (e.g., elected officials, RSF Coordinating Agencies). 	<input type="checkbox"/>
INTERMEDIATE RECOVERY	<p>Coordinate with Camden County Emergency Management Agency to determine whether any RSFs need to be activated, or whether any can or should be demobilized (refer to Appendix 1 of the Disaster Recovery and Redevelopment Plan for assistance determining which RSFs should be activated).</p>	<input type="checkbox"/>
	<p>Determine whether the frequency of regular meetings with RSF Coordinating Agencies should be reduced. Notify the Coordinating Agencies of any changes to the meeting schedule.</p> <p>Note: The purpose of these meetings should be to report out on community-wide challenges and identify potential solutions, making sure to assign ownership and deadlines for completion and report on progress at a later date.</p>	<input type="checkbox"/>
	<p>Coordinate with the regional hazard mitigation planner and the Southern Georgia Regional Commission to promote the inclusion of mitigation, resilience, and sustainability efforts into local recovery plans.</p>	<input type="checkbox"/>
	<p>Coordinate with the county’s Emergency Manager, elected officials, and RSF Coordinating Agencies to ensure that essential services are provided to Camden County residents. Services may include, but are not limited to:</p> <ul style="list-style-type: none"> ❖ Continued support of Disaster Recovery Centers, if opened. ❖ Continued evaluation of residents’ emotional and mental well-being. ❖ Provision of access to mental, behavioral, and spiritual assistance. ❖ Management, collection, storage, and distribution of donations and volunteer labor. ❖ Financing recovery and community investment in collaboration with public, private, and non-governmental stakeholders. 	<input type="checkbox"/>
	<p>Remind RSF Stakeholders of the Recovery Vision and Goals identified in Section 5 of the Disaster Recovery and Redevelopment Plan.</p>	<input type="checkbox"/>



Phase	Action	
INTERMEDIATE RECOVERY	<p>If state and federal resources are still being provided, evaluate the need for a meeting with the State Disaster Recovery Coordinator or the Federal Disaster Recovery Coordinator.</p> <p>Note: Meeting state or federal personnel may be useful if new staff members have been assigned (at the local, state, or federal level) or if disaster recovery priorities are likely to change with the transition from short-term to intermediate recovery operations.</p>	<input type="checkbox"/>
	<p>Continue to assess the needs of Camden County residents and determine what support, supplemental programs, or community-led initiatives are required to fill residents' unmet needs. Document any new or modified priorities, key actions, and initiatives to fill these needs in the Post-Incident Action Plan.</p> <p>Note: Unmet needs assessments may be formal surveys (e.g., door-to-door canvassing, polls through social media, polling audiences at Disaster Recovery Centers) or communication with RSF Coordinating Agencies during regular coordination meetings.</p>	<input type="checkbox"/>
	<p>Assign responsibility for communicating any changes to the Recovery Action Plan to the community.</p>	<input type="checkbox"/>
	<p>Assess the county's response and recovery operations and document the findings in an after-action report. Assign responsibility for implementing corrective actions to improve future response and recovery operations. Determine whether any changes need to be made to the Disaster Recovery and Redevelopment Plan and update the plan accordingly.</p> <p>Note: After-action reporting should be informed by feedback from response and recovery stakeholders in order to develop a clear picture of Camden County's strengths and weaknesses. To establish trust and demonstrate a commitment to improvement, the Local Disaster Recovery Manager may consider sharing the report publicly. This decision should be made in coordination with elected officials.</p> <p>An example of a disaster-specific after-action report can be found here: https://www.fema.gov/media-library-data/20130726-1923-25045-7442/sandy_fema_aar.pdf; and an example of a seasonal after-action report can be found here: https://www.fema.gov/media-library/assets/documents/167249.</p>	<input type="checkbox"/>



Phase	Action	
INTERMEDIATE RECOVERY	<p>Ensure that the following redevelopment tasks have been assigned or are in progress:</p> <ul style="list-style-type: none"> ❖ Continue supporting “One-Stop Service Centers.” ❖ Decide what to do with repetitive loss properties (e.g., replace with green space or fortify). ❖ Solicit elected officials’ support of the redevelopment strategy. ❖ Review land-use, building, and zoning codes to determine changes needed for new development. ❖ Ensure that both new and repaired buildings are compliant with the Americans with Disabilities Act. 	<input type="checkbox"/>
	<p>Evaluate the need to transition from intermediate recovery to long-term recovery operations. If the decision is made to transition:</p> <ul style="list-style-type: none"> ❖ Review Section 7.2.3 of the Disaster Recovery and Redevelopment Plan. ❖ Determine whether the responsibilities of the Local Disaster Recovery Manager should be transitioned to another individual. <ul style="list-style-type: none"> ○ If so, brief that individual on his or her responsibilities and progress to date, and review Section 7.5 and Section 8.2 of the Disaster Recovery and Redevelopment Plan. ❖ Ensure that all records are up to date. ❖ Notify all key stakeholders (e.g., elected officials, RSF Coordinating Agencies). 	<input type="checkbox"/>
LONG-TERM RECOVERY	<p>Coordinate with Camden County Emergency Management Agency to determine whether any RSFs can or should be demobilized (refer to Appendix 1 of the Disaster Recovery and Redevelopment Plan for assistance determining which RSFs should be activated).</p>	<input type="checkbox"/>
	<p>Consider reducing the frequency of regular meetings with RSF Coordinating Agencies or shifting the focus of these meetings from recovery to preparedness activities. Notify the Coordinating Agencies of any changes to the meeting schedule.</p> <p>Note: As the focus of these meetings shift from recovery to preparedness, community leaders should strive to identify solutions, projects, or initiatives that will help Camden County become more resilient to future disasters as individuals and as a larger community. This process should be informed by both public sector employees and individual residents of Camden County as much as possible.</p> <p>The purpose of these meetings should be to report out on community-wide challenges and identify potential solutions, making sure to assign ownership and deadlines for completion and report on progress at a later date.</p>	<input type="checkbox"/>



Phase	Action	
LONG-TERM RECOVERY	<p>Coordinate with the regional hazard mitigation planner or the Southern Georgia Regional Commission to revisit the county’s long-term hazard mitigation strategy to identify whether any resilience, sustainability, and/or mitigation projects can be identified that will support Camden County’s recovery vision and goals in the future.</p>	<input type="checkbox"/>
	<p>Coordinate with the county’s Emergency Manager, elected officials, and RSFs, to ensure that essential services are provided to Camden County residents. Services may include, but are not limited to:</p> <ul style="list-style-type: none"> ❖ Restoration and reconstruction of major public facilities. ❖ Continued restoration and reconstruction of damaged homes, businesses, and public facilities. ❖ Provision of case management services to impacted residents. ❖ Transition of residents from temporary housing to permanent housing. ❖ Provision of job training and workforce assistance to support the economic recovery of the county and draw back residents. 	<input type="checkbox"/>
	<p>Validate the county’s Recovery Vision and Goals (identified in Section 5 of the Disaster Recovery and Redevelopment Plan) with the RSF stakeholders (i.e., Coordinating and Supporting Agencies) to determine whether they should be revised based on lessons learned. Document any changes in the Disaster Recovery and Redevelopment Plan.</p>	<input type="checkbox"/>
	<p>Evaluate the need for a meeting with the State Disaster Recovery Coordinator and/or the Federal Disaster Recovery Coordinator.</p> <p>Note: Meeting state or federal personnel may be useful if new staff members have been assigned (at the local, state, or federal level) or if disaster recovery priorities are likely to change with the transition from intermediate to long-term recovery operations.</p> <p>Establishing contact and positive working relationships with these individuals prior to a disaster may improve the overall efficiency of response and recovery operations in Camden County.</p>	<input type="checkbox"/>



Phase	Action	
LONG-TERM RECOVERY	<p>Monitor progress on corrective actions described in the after-action report; ensure that progress is being made to improve response during future events. Consider briefing the community and/or elected officials on progress. Determine whether any additional changes need to be made to the Disaster Recovery and Redevelopment Plan and update the plan accordingly.</p> <p>Note: Sharing progress with the community or elected officials on post-disaster improvements may help (1) reestablish trust and security and/or (2) remind residents and public officials of the importance of emergency management, which may positively impact the reputation of Camden County’s Emergency Management Agency and elected officials after a disaster.</p>	<input type="checkbox"/>
	<p>Continue to assess the needs of Camden County residents and determine what support, supplemental programs, or community-led initiatives are required to fill residents’ unmet needs. Document any new or modified priorities, key actions, and initiatives to fill these needs in the Post-Incident Action Plan.</p> <p>Reminder: Unmet needs assessments may be formal surveys (e.g., door-to-door canvassing, polls through social media, polling audiences at Disaster Recovery Centers) or communication with RSF Coordinating Agencies during regular coordination meetings.</p>	<input type="checkbox"/>
	<p>Assign responsibility for communicating any changes to the Recovery Action Plan to the community.</p>	<input type="checkbox"/>
	<p>Ensure that the following tasks related to redevelopment are in progress or have been assigned:</p> <ul style="list-style-type: none"> ❖ Secure government funding streams to support redevelopment, months after the disaster. ❖ Monitor redevelopment progress and forecast how much these efforts will avert injuries, deaths, and financial loss in the event of a disaster. ❖ Develop a prioritized list of action items to improve redevelopment in the future, including action items for blue-sky days that will increase the county’s capacity or ability to rebuild in the future. 	<input type="checkbox"/>
	<p>Evaluate the need to transition from long-term recovery operations to resilience and preparedness operations. If the decision is made to transition:</p> <ul style="list-style-type: none"> ❖ Ensure that all records are up to date. ❖ Notify all key stakeholders (e.g., elected officials, RSF Coordinating Agencies) of the transition. ❖ Review Section 7.5 and Section 8.2 of the Disaster Recovery and Redevelopment Plan. 	<input type="checkbox"/>



Appendix 3: Public Information Resources

Clear, accurate, and timely public messaging is important for the community to maintain trust in RSF stakeholders and the recovery process. Recovery messaging can be used to accomplish many things, including:

- ❖ Warning the public of any ongoing dangers as the result of the disaster.
- ❖ Promoting family reunification and reunification with pets.
- ❖ Providing information to the public on disaster recovery resources and assistance, including programs like FEMA Individual Assistance.

It is strongly recommended that Camden County create its own disaster-specific website where useful links, social media posts or feeds, public notices, and other important information can be consolidated into a single resource.

Use the following tables to collect media contact information and social media access.

Table 24: Traditional Media Resources for Camden County

Television		
<i>News Channel</i>	<i>Point of Contact</i>	<i>Phone</i>
First Coast News - WTLV (Jacksonville)		
News4Jax (Jacksonville)		
WSB Atlanta (State)		
Fox 5 Atlanta (State)		
[Other]		
Newsprint		
<i>Newspaper/Circular</i>	<i>Point of Contact</i>	<i>Phone</i>
Tribune & Georgian		
The Brunswick News		
First Coast News		
All on Georgia – Camden County		
The Coastal Shopper & News		
[Other]		
Radio		
<i>Radio Channel</i>	<i>Point of Contact</i>	<i>Phone</i>
WKBX Radio		
Golden Isles Broadcasting (Wave 104.1; Magic 105.9; WSSI 92.7)		



WOKV – News 104.5 (Jacksonville)		
107.3 The River (Jacksonville)		
WJGL-FM 96.9 The Eagle (Jacksonville)		
iHeart Radio Kingsland/Camden Station	Cameron Luke cameronluke@iheartmedia.com	912-322-8688 912-267-1025x129
WJCT Public Broadcasting (Jacksonville)		
[Other]		

Table 25 shows social media pages for critical county stakeholders and the Coordinating Agency for each RSF. For agencies that do not have social media pages, consider reaching out to them to set them up. Be sure to keep all social media log-in information in a place that is secure.

Table 25: Social Media Pages in Camden County

Social Media Pages			
<i>Organizations/ Agencies</i>	<i>Facebook</i>	<i>Twitter</i>	<i>Point of Contact</i>
Camden County	https://www.facebook.com/CamdenCountyGA/posts/809689505721287	https://twitter.com/camdencountyga	
City of Kingsland	https://www.facebook.com/VisitKingslandGeorgia/	https://twitter.com/cityofkingsland	
City of St. Marys	https://www.facebook.com/stmarysga/	https://twitter.com/visitstmarys	
City of Woodbine	https://www.facebook.com/City-of-Woodbine-Georgia-403056243085151/		
Camden County Emergency Management Agency	https://www.facebook.com/CamdenCountyEMA/	https://twitter.com/camdencountyema	
Camden County Sheriff's Office	https://www.facebook.com/CamdenCountySheriff/	https://twitter.com/camden_sheriff	
Woodbine Planning Commission	https://www.facebook.com/City-of-Woodbine-Georgia-403056243085151/	https://twitter.com/camdencountyga	



Camden County Chamber of Commerce	https://www.facebook.com/CamdenCountyChamber/	https://twitter.com/camdencountyga	
Department of Public Health, Environmental Health Office of Camden County	https://www.facebook.com/pages/Camden-County-Public-Health-Department/613141398780513	https://twitter.com/gadph	
Camden County University of Georgia Extension	https://www.facebook.com/UGA.Extension/ http://extension.uga.edu/about/social-media-directory.html	https://twitter.com/ugaextension	
Salvation Army	https://b-m.facebook.com/TSAStMary/	https://twitter.com/tsa_stmarysga	
[Other]			



Appendix 4: Public Assistance

The purpose of this appendix is to describe the overall concept for managing and administering the FEMA Public Assistance (PA) Program in Camden County. This appendix will identify the primary and supporting agencies and their responsibilities relating to the PA Program as well as specify how the program will be administered in Camden County.

Concept of Operations

General

- ❖ Upon a presidential declaration of a major disaster or emergency, Georgia Emergency Management and Homeland Security Agency (GEMA/HS) will serve as grantee for any funds provided under the PA Program.
- ❖ The PA Program will be administered in accordance with the Public Assistance Program and Policy Guide.

Notifications

- ❖ Upon the president's declaration of a major disaster or emergency, FEMA will notify the governor and appropriate federal agencies.
- ❖ The director of GEMA/HS will ensure that Camden County officials are notified of the presidential declaration of a major disaster or emergency.

Operational Structure

- ❖ The state will designate staff to fulfill key roles during recovery operations. These roles and responsibilities, as they pertain to the PA Program, are discussed in the Georgia Disaster Recovery and Redevelopment Plan.
- ❖ County officials are responsible for identifying and working with affected local entities that would benefit from the PA Program.

Camden County Public Assistance Thresholds

The following table lists predetermined cost/expense thresholds that must be met to receive a presidential disaster declaration.



Table 26: Public Assistance Declaration Thresholds

Public Assistance Declaration, Statewide (FY18)³⁵			
	Population	Statewide Per Capita Impact Indicator	Declaration Threshold
Statewide	10,429,379	\$1.46	\$15,226,893
Public Assistance Declaration, Camden County (FY18)			
	Population	Countywide Per Capita Impact Indicator	Declaration Threshold
Camden County	53,044	\$3.68	\$195,202

Federal Coordination

FEMA will designate a Federal Coordinating Officer (FCO) to oversee federal assistance following a disaster declaration. The FCO will coordinate with the State Coordinating Officer (SCO) and the Governor’s Authorized Representative to effectively administer federal assistance programs. FEMA will set up a Joint Field Office (JFO) within or near the affected areas. The JFO will be used as the coordinating point for all levels of government during recovery efforts.

In implementing Federal Transit Administration (FTA)-related assistance following an emergency or major disaster, the FTA will consult with affected transit systems to determine the extent of the damage and eligible costs. If eligible economic recovery costs are identified, and congressional appropriation of funds occurs, FTA will make Emergency Relief (ER) funding available by soliciting requests from affected eligible recipients. Eligible recipients or sub-recipients of FTA ER funds must be in geographic areas for which a presidential disaster declaration or state emergency declaration has been made. FTA ER covers costs associated with emergency operations, emergency protective measures, emergency repairs, and permanent repairs. Unless otherwise stated, applicants are generally expected to match FTA ER program funding. Under certain circumstances, FTA accepts CDBG funds applied to the non-federal share and transportation development credits.

³⁵ Federal thresholds are updated on an annual basis, using the following formula: FEMA FY 2018 indicators X population per the 2017 census data. The values in this plan are correct for FY18 only. To obtain updated per capita indicators, refer to FEMA’s website: <https://www.fema.gov/public-assistance-indicator-and-project-thresholds>.



Appendix 5: Disaster Recovery Centers

Purpose

The purpose of this appendix is to serve as a reference for establishing post-disaster resource DRCs, which are accessible facilities or mobile offices where disaster survivors may go to get information about county, state, and federal disaster assistance programs. This appendix will provide direction to decision-makers to effectively support established DRCs within Camden County.

Organized by the five functions of the National Incident Management System and the Incident Command System, the appendix provides common terminology, unity of command, and integrated communications. The five functions are:

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

Overview and Mission

The DRC will be staffed and supported by local, state, and federal agencies, as well as non-profit organizations and Voluntary Organizations Active in Disaster (VOADs). By centralizing post-disaster resources in a single location, DRCs contribute to a more efficient recovery process. Establishing a DRC facilitates long-term recovery by streamlining the provision of post-disaster services and resource referrals to address unmet needs of the community.

DRC Participation

An effective DRC requires coordination, cooperation, and participation of local, state, federal agencies, non-profit organizations, and VOADs. Expectations about participation in the DRC are as follows:

- ❖ **Local Government Agencies.** Camden County officials are responsible for coordinating with the FCO and State Coordinating Officer (SCO) to assess the need for establishing a DRC.³⁶ Camden County officials will oversee and coordinate local organizations' participation at the DRC.³⁷

³⁶ This needs assessment will be performed by RSF-1 stakeholders, who will then make a recommendation to the Local Disaster Recovery Manager.

³⁷ Any of the Coordinating Agencies or Supporting Agencies identified in the Disaster Recovery and Redevelopment Plan appendices may be asked to participate at the DRC.



- ❖ **State Coordinating Officer.** The SCO, likely a representative from GEMA/HS, is responsible for coordinating the participation of state and federal agencies at the DRC. The SCO will work with Camden County and the FCO to identify the appropriate number, type, and locations of DRCs in the county.
- ❖ **Federal Coordinating Officer.** The FCO will determine when to activate a DRC and identify if there are any deficiencies with the utilities, communication systems, and transportation routes in the community where the DRC is to be located. Based on the analysis, the FCO will select the type of facility (i.e., fixed or mobile).³⁸
- ❖ **Private Nonprofits, Community-Based Organizations, and Volunteer Organizations.** These organizations provide a myriad of services to individuals and families and may collaborate to address the unmet needs of disaster survivors. By co-locating these organizations at the DRC, impacted families have a greater number of resources available in a central location.
- ❖ **Private Sector.** Participation by the private sector in recovery can be extremely beneficial to the community. However, private sector participation should be conducted outside of the DRC.

Operational Roles and Responsibilities

DRC Manager

The DRC Manager will be appointed by the Camden County Emergency Management Agency and is responsible for daily overseeing (e.g., management, planning, operations, logistics, and finance/administration) of the DRC. Each DRC will have its own manager.

State Coordinating Officer

Appointed by Camden County Emergency Management Agency, the SCO (or designee) will be responsible for providing guidance and support to the DRC Manager to ensure the success of the DRC. Examples of the SCO's responsibilities include, but are not limited to:

- ❖ Providing recommendations regarding the layout of the DRC.
- ❖ Reporting needs to state agencies.
- ❖ Reporting state agency participation and daily client intake/services rendered to the DRC Manager.
- ❖ Assisting the DRC Manager with administrative tasks such as:
 - Estimating the number of required accommodations (e.g., telephones, extension cords, copy machines, printers).
 - Ensuring each station is identified with proper signage.
 - Ensuring the DRC is easily identifiable by posting signage outside.

³⁸ For more information about the FCO's responsibilities as they relate to establishing a DRC, see: <https://www.fema.gov/media-library-data/20130726-1751-25045-1399/disasterrecoverycenters.pdf>.



- Coordinating with the DRC Manager to ensure the location and hours of the DRC have been communicated to the public.
- Coordinating with the DRC Manager to determine how to count clients (i.e., as individuals or households).
- Briefing and debriefing of DRC participants.

DRC Operating Principles

The DRC Manager, SCO, and supporting agencies will strive to operate each DRC in accordance with the following principles:

- ❖ **Mission-Focused.** Daily operations will be consistent with the mission established previously in this appendix.
- ❖ **Scalability.** Develop DRCs that can rapidly and effectively scale up or down to meet the requirements of the affected 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 the agencies represented in the DRC.

Command Functional Activities

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 include:

- ❖ 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 informed.
- ❖ Coordinating DRC closure information with media coordinator as soon as DRC closure date is known.

Staffing

Functional activities to be considered include:

- ❖ 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 at the DRC, if applicable.



Health and Safety

Functional activities to be considered include:

- ❖ Ensuring enough DRC participants are trained in cardiopulmonary resuscitation 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 workers' compensation information is provided to DRC participants.
- ❖ Assessing the facility for any potential safety hazards and available emergency exits.
- ❖ Ensuring the availability of crisis counseling and/or stress debriefing for DRC participants as needed.

Security

Functional activities to be considered include:

- ❖ 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 include:

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

Planning

General Activities

The activities of the Planning function are performed by the local government and the SCO. This includes tasks such as initial planning and determining hours and location. The DRC Manager will facilitate plans in coordination with the SCO and keep all DRC participants updated.



Deactivation

Functional activities to be considered include:

- ❖ Returning all local supplies, furniture, and equipment to appropriate agencies.
- ❖ Managing cleanup of the facility.
- ❖ Ensuring the facility owner is satisfied with the condition of the facility post-DRC operation via execution of a written agreement.

Operational Review

Functional activities to be considered include:

- ❖ Planning and facilitating a final debriefing session with all DRC personnel, including a review of operational pros and cons.
- ❖ Coordination between the DRC manager and the SCO 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 SCO, 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 include:

- ❖ Establishing and staffing an intake/reception desk to assist incoming clients with resource information.
- ❖ Distributing and collecting the Client Damage Survey (Attachment 5).
- ❖ 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 a 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 operation. Consideration should be given to establishing a client appointment system to ensure the orderly and timely use of DRC resources.

Data Collection

Functional activities to be considered include:

- ❖ Compiling DRC service statistics in cooperation with the SCO and program providers (e.g., number of people served, programs that were provided).
- ❖ Analyzing daily DRC statistics to assist DRC manager and the SCO in decision-making and planning.
- ❖ Using the following customizable forms for specific DRC needs. These examples contain the elements that have been found useful for data collection purposes:
 - **Client Sign-in Sheet** (Attachment 1). This form is to be used at the reception area; information is to be used for client triage and incorporated into the Daily Client Summary.
 - **Client Routing Form** (Attachment 2). This form is completed by the registrar to route the clients to appropriate DRC participants. Each DRC participant may suggest additional stations.
 - **Client Count Summary** (Attachment 3). This form assists in determining trends in client flow, hours of operation, and schedule changes. The information for this form is obtained from the Client Sign-in Sheet.
 - **Station Tally Sheet** (Attachment 4). 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. This form assists in determining trends in client flow.
 - **Client Damage Survey** (Attachment 5). This form is a sample and can be tailored 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 RSF-1 to address unmet needs once the DRC closes. RSF-1 can also delegate to RSFs 2-7 to manage unmet needs as necessary. The county's emergency management agency is responsible for maintaining records and will require a copy of the information.

Exit Interview

An exit interview form should be developed for distribution to clients. The information may be used to identify specific target areas or system improvements for use in future planning.

Exit interviews may be conducted to ensure each DRC client has received necessary and appropriate information and referrals. The Client Routing Form (Attachment 2) can be used as a basis for this interview. The interview is designed to capture the client's level of satisfaction with the information provided, including referrals.



Facility Evaluation

Each DRC participant is encouraged to provide a list of any recommendations for future DRC facilities that might improve customer service capabilities. 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, the GEMA liaison, and DRC participants.

Site Selection

Considerations should include (see Attachment 6 for sample DRC floor plan):

- ❖ Compatibility with the Occupational Safety and Health Administration (OSHA) and the Americans with Disabilities Act (ADA) requirements, including facility size.
- ❖ Placement near individuals and families affected by the disaster.
- ❖ Convenient access to public transportation (e.g., highways, main thoroughfares, mass transit).
- ❖ Secured, lighted parking and walkways—sufficient for DRC participants and clients.
- ❖ Placement near available food services (e.g., restaurant, coffee shop).
- ❖ Adequate office space for processing applicants and confidential discussions with clients and DRC participants. (See Attachment 6 for formula for estimating square footage.)
- ❖ Sufficient number of telephone and data lines.
- ❖ Appropriate lighting, heating, ventilation, electrical, and 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.
- ❖ Computers with Internet access (at least one for use by DRC participants; at least one for clients).
- ❖ 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, 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 of operational hours—and changes, when necessary.

Internal Communications

Considerations should include:

- ❖ Developing and distributing telephone directories containing contact information of internal DRC participants as well as law, fire, ambulance, and medical assistance.
- ❖ Information technology support.
- ❖ Ensuring DRC participants are provided internal communication capabilities (such as computer networking, messaging system, and telephone transferring).

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 according to local, state, and federal requirements and general accounting principles.

Accounting

Functional activities to be considered include:

- ❖ 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 coordinating eligible reimbursement with GEMA.



Administration

Functional activities to be considered include:

- ❖ Maintaining time records for all staff or volunteers.
- ❖ Maintaining accurate records of all DRC expenses.
- ❖ Maintaining any significant historical data of the DRC operations such as staff injuries and media events.



Attachment 2: Client Routing Form

Disaster Recovery Center | Client Routing Form

You may visit Disaster Recovery Center (DRC) stations other than those recommended. Use as many forms as necessary in order to complete one entry per station. Please return all forms to the receptionist before exiting the DRC.

Client Name:				Date:		
Complete the following questions for every station visited.						
STATION VISITED (___ of ___)						
Organization:						
Station Number:						
Answer “yes” or “no” to these questions about the station visited.						
Recommended?			Visited?			
Follow-up Required?			Rcvd Info?			
Provide a summary of any recommended referrals you received at this station:						
STATION VISITED (___ of ___)						
Organization:						
Station Number:						
Answer “yes” or “no” to these questions about the station visited.						
Recommended?			Visited?			
Follow-up Required?			Rcvd Info?			
Provide a summary of any recommended referrals you received at this station:						
STATION VISITED (___ of ___)						
Organization:						
Station Number:						
Answer “yes” or “no” to these questions about the station visited.						
Recommended?			Visited?			
Follow-up Required?			Rcvd Info?			
Provide a summary of any recommended referrals you received at this station:						



Attachment 4: Station Tally Sheet

Disaster Recovery Center | Station Tally Sheet

Station Number						
Organization						
Date	No. of Clients Served			Daily Total		
Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
Weekly Total						



Attachment 5: Client Damage Survey

Disaster Recovery Center | Client Damage Survey

This is not an application for assistance. The purpose of this document is to gather damage information to assess the level of assistance that may be required.

Name	
Contact Number(s)	
Permanent Address	Mailing Address
Please specify:	<input type="checkbox"/> Homeowner <input type="checkbox"/> Renter
Was the damaged property...	<input type="checkbox"/> Rental Property <input type="checkbox"/> Primary Residence <input type="checkbox"/> Secondary Residence
If this is your secondary residence, is the property used as a vacation rental?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Pre-disaster estimated home value:	
Briefly describe the cause, extent, and nature of damage:	
Was the property insured?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Type of coverage:	<input type="checkbox"/> Homeowner's <input type="checkbox"/> Renter's
Amount of coverage:	

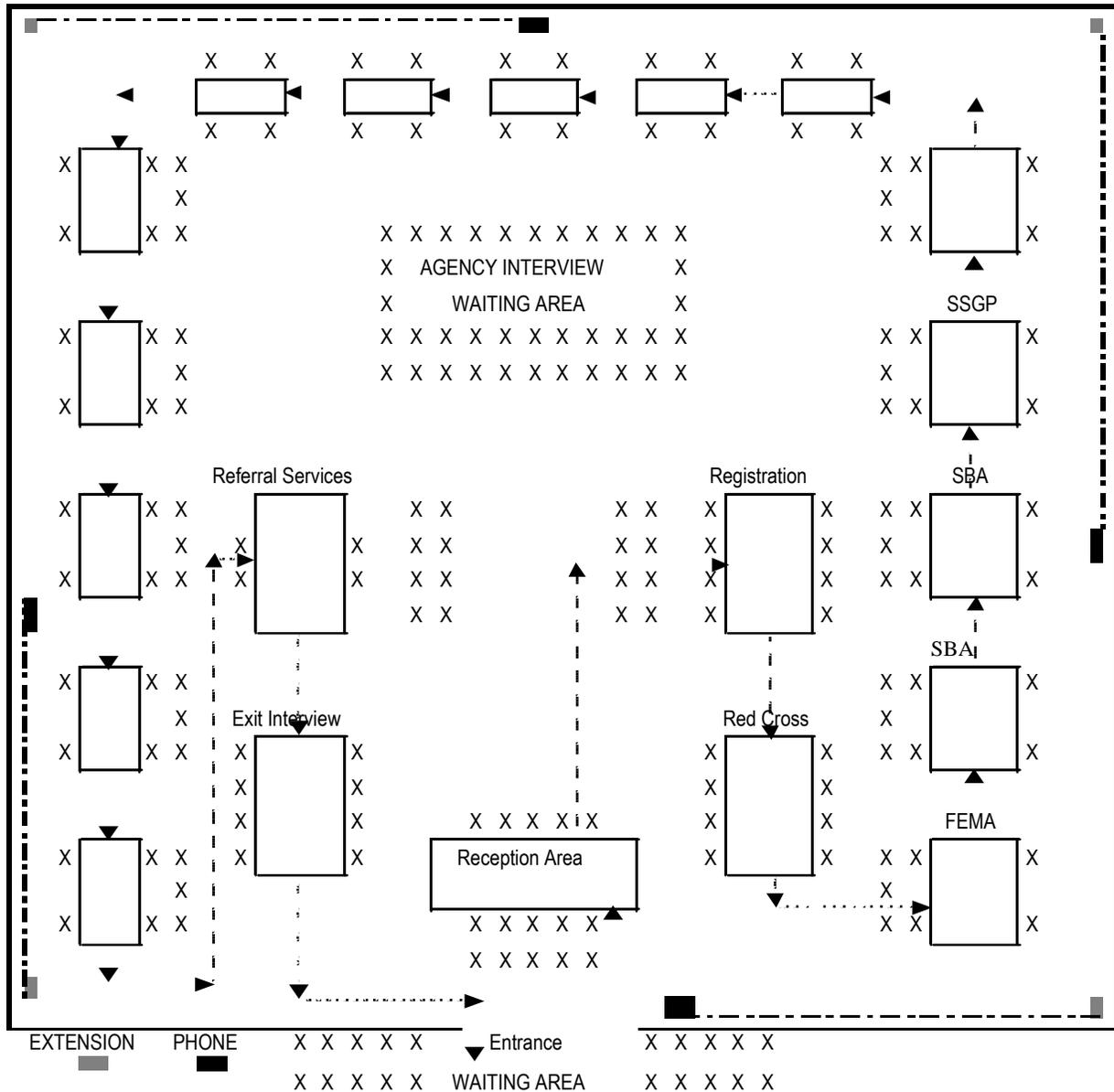


Does the policy include Additional Living Expenses (ALE)?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Was the property used as a home business?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Are you unemployed or have you lost your income because of this disaster?	<input type="checkbox"/> Yes <input type="checkbox"/> No
If yes, please explain:	
Have you been able to obtain copies of vital records that may have been destroyed (e.g., birth certificates, driver's license, vehicle registration)?	<input type="checkbox"/> Yes <input type="checkbox"/> No
If applicable, would you like to be contacted by non-profit agencies that may assist with Long Term Recovery Efforts?	<input type="checkbox"/> Yes <input type="checkbox"/> No
What are your greatest concerns at this time?	



Attachment 6: Sample Floor Plan

The diagram below represents floor space of approximately 5,000 square feet (ft²).



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 6: Model 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:

1. Be adopted by local governing body action, if possible, before a disaster happens, as well as periodically updated and amended, as needed.
2. Authorize establishment and maintenance of a local recovery management organization, coordinated closely with the local emergency management organization.
3. 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.
4. Establish emergency powers by which the local government staff can take extraordinary action to protect public health, safety, and welfare during post-disaster recovery.
5. 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.
6. 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 that can ensure timely and expeditious post-disaster recovery for Camden 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 Camden County Board of Commissioners does hereby ordain:



[Section]

1. **Authority.** This ordinance is adopted by the Camden 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 Camden County Board of Commissioners under this chapter to:
 - 2.1. 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;
 - 2.2. 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 Camden County Board of Commissioners and amended periodically, as necessary;
 - 2.3. 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;
 - 2.4. Identify methods by which the Camden County Board of Commissioners may take cooperative action with other governmental entities to facilitate recovery;
 - 2.5. 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 Camden 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. **Post-Incident Action Plan** 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 recovery actions.

Commentary. *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:

4.2.1. The County Manager who shall be Director;

4.2.2. The County Attorney [or equivalent] who shall be Legal Adviser;

4.2.3. 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 consensus regarding those roles); include language about constructing a mutually agreed-upon vision of community resilience; and 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. **Post-Incident Action Plan.** At the earliest possible time following a declaration of local emergency, the Recovery Management Organization shall prepare a Post-Incident Action Plan.
- 6.1. **Content.** The Post-Incident Action Plan 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 Post-Incident Action Plan 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 Post-Incident Action Plan 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 Post-Incident Action Plan 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 Post-Incident Action Plan 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 Post-Incident Action Plan implementation, and any adjustments that may be required by changing circumstances.
- 6.5. **Coordination with Pre-Disaster Recovery Plan and Other Plans.** The Post-Incident Action Plan 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 Post-Incident Action Plan 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 Post-Incident Action Plan 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.

8.3. **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. **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 that 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 that 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.

- 9.1. **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.*

- 9.2. **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 Post-Incident Action Plan, the Recovery Plan, and the statutory exemptions.

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

9.3.1. **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;

9.3.2. **Hazardous Materials**—Remove and/or abate hazardous and toxic substances threatening public health and safety;

9.3.3. **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;

9.3.4. **Prohibition of Access**—Prohibit public access to areas damaged and/or hazardous to public health;



- 9.3.5. **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.*

- 9.4. **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**:*

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



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

9.4.2. **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.*

9.4.3. **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.*

<https://www.atcouncil.org/vmchk/Postearthquake-Damage-and-Safety-Evaluation-of-Buildings/Procedures-for-Postearthquake-Safety-Evaluation-of-Buildings-Addendum/flypage.tpl.html>

9.5. **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:

9.5.1. **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;

9.5.2. **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 act 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 that 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.

9.6. 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:

9.6.1. 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.

9.6.2. 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, 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.

9.7. 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 that may not be exempt under standard building code permit exemptions but that 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.

9.8. 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 defer victim's fees to buy time to determine the degree to which funds will be found later to help offset those fees. 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.

9.9. 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:



- 9.9.1. 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;
- 9.9.2. The cost of repair is greater than 50 percent of the replacement cost of the building;
- 9.9.3. 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;
- 9.9.4. All natural hazard mitigation requirements of the Municipal Code are met;
- 9.9.5. Reestablishment of the use or building is in conformance with the NFIP requirements and procedures, or higher community standards;
- 9.9.6. The building is reconstructed to the same configuration, floor area, height, and occupancy as the original building or structure;
- 9.9.7. 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;
- 9.9.8. 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;
- 9.9.9. 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 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 may be considered 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.

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.

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 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.

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.

- 9.10. **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, which 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. **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.

- 10.1. **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.



- 10.2. **Application Requirements.** Contractors seeking certification must meet the following minimum insurance and background check requirements.
- 10.2.1. 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.
 - 10.2.2. The Police Department will conduct a criminal background check on each worker that will be performing services for the contractor's firm.
 - 10.2.3. 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.
- 10.3. **Certification Enforcement.** Contractors are subject to the following certification enforcement requirements.
- 10.3.1. 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.
 - 10.3.2. Individuals without an identification badge will not be permitted to perform clean-up, repair, or construction services.
 - 10.3.3. 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.
 - 10.3.4. The City retains the right to suspend or revoke the Contractor Certification.
- 10.4. **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. As 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 that 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 based on 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.*

12. 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:

12.1. Condemnation and Demolition. Within 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:



12.1.1. 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;

12.1.2. 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.

12.2. **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.

12.3. **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.

12.4. **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 costlier 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.

13. **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.

