

DRF 8

COMMUNITY PLANNING

CONTENTS	PAGE
I. PURPOSE	1
II. SCOPE	1
III. SITUATION AND ASSUMPTIONS	1
A. Situation	1
B. Assumptions	2
IV. CONCEPT OF OPERATIONS	2
A. General	2
B. Actions Taken By Operational Time Frame	2
V. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES	3
A. Primary Agency	3
B. Support Agencies	4
C. State Support Agencies	5
D. Federal Support Agencies	5
VI. DIRECTION AND CONTROL	6
VII. CONTINUITY OF OPERATIONS	6
VIII. DEVELOPMENT AND MAINTENANCE	6
IX. AUTHORITIES AND REFERENCES	6

I. PURPOSE

The Community Planning Function will provide a framework for making decisions to bring the community back to a functioning level. A coordinated approach is needed to link government, education, medical, workplace, transportation and other systems together to provide a united recovery effort. The Community Planning Function's goals are to provide plans for short and long-term community recovery and identify and address unmet or specialized needs.

II. SCOPE

This plan focuses on how to rebuild the community after a disaster. Community planning takes into consideration community facilities, housing, schools, government operations, agriculture, businesses, and infrastructure, environment, public health and human services.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. The identified hazards to the Springfield-Greene County community require plans to rebuild all aspects of the community following a disaster event.
2. A framework for guiding the rebuilding of the community will help expedite an effective process.
3. The core Community Recovery Planning Team leads the design and implementation of the Community Planning effort and will serve as the recommending body to community leadership. Members of the Planning Team includes a representative from City of Springfield Planning, Greene County Planning, City of Springfield Building Regulations, Greene County Code Enforcement, City Utilities, Missouri Department of Transportation, City of Springfield Public Works, Greene Count Highway Department, and private engineering companies
4. The Community Recovery Planning Advisory Group is comprised of all potential planning-related stakeholders throughout the community including, but not limited to, utility districts, school districts, area municipality planners, etc. Purpose of the Advisory Group is to support the Planning Team in identifying planning needs and available options for community planning recovery.

B. Assumptions

1. The Community Planning Function should keep goals and objectives on a very strict timeframe and work to meet the deadlines to avoid disillusionment with recovery efforts and take advantage of the sense of community following a disaster. Timing is critical for this Function to work properly.
2. Community Planning will work with the recovery and redevelopment decisions to balance competing interests so constituents are treated equitably and long term community benefits are not sacrificed for short term individual gains.
3. Community Recovery will be community driven, and based on public involvement.
4. Communities are more likely to undertake mitigation and resilience-building efforts if the benefits are translated in terms that reflect general economic development and gain, rather than just simply the return on investment in the protection against hazards.

5. The diversity of community partners and participants in the community planning function requires an equally diverse approach for incentivizing and developing buy-in from the participants.

IV. CONCEPT OF OPERATIONS

A. General

The level of community planning efforts required will depend on the extent of the damage. Damage assessment is a function of multiple phases, beginning immediately following disaster impact and carrying on into the first part of recovery. As the best available information is compiled and organized, the data serves as a guide for the needs of the recovery efforts.

Recovery efforts are generally divided into two main phases that include short term recovery and long term recovery. As the response phase begins to blend into recovery efforts, many short term recovery actions are coordinated within the response phase and vice versa.

It is the intent for actions of short term recovery within Community Planning to begin as soon as possible. Many of the community recovery efforts are dependent on the progress and decisions made within this Disaster Recovery Function. The extent of the community planning effort will depend on the extent of the damage, with severe and extreme impact on the community demanding a targeted or comprehensive planning effort.

B. Damage Assessment

1. Categorize planning areas:

The Community Recovery Planning Team members will utilize the standard damage assessment ratings as a guide for the level of community recovery planning that may be required in the impacted areas of the community (see Appendix ??). Community planning services that will be needed depend on 1) extent of damage and 2) quantity of damage. For incidents with a significant number of damaged structures, community planning services that may be needed is as follows:

- a. Minor: Structures are usually habitable within 30 days.
 - Primary focus will likely be on infrastructure restoration.
 - Minimal to no community planning efforts will be needed.
- b. Major: Repair of structures will take more than 30 days.
 - Focus for major damage area will include infrastructure restoration and building management.
 - Possible services to include long term housing and targeted community planning.
- c. Destroyed: Demolition and new construction will be required
 - All possible community services likely to be needed including infrastructure restoration, building management, planning/zoning, long term house, and whole community planning.

C. Short Term Recovery

Short term recovery process will focus on 1) returning infrastructure and services to a functioning level and 2) looking at long-term planning processes.

Actions for consideration

1. Infrastructure
 - a. Utilities
 - Primary focus during the short term recovery period is utility restoration to areas of limited damage and/or critical infrastructure areas
 - Restoration efforts made may or may not be permanent.
 - Cap damaged sewer lines at homes with significant damage
 - b. Storm sewer damage
 - Temporary repairs to stabilize system and avoid damage from flash flooding during the planning and repair phase
 - c. Transportation
 - Expand one lane roads to two lanes
 - Road identification with temporary street signs and/or markings on street
 - Temporary signals at key intersections
 - Re-routing of school buses for impacted residents temporarily relocated
 - d. Communications
 - Support the repair of cell phone towers and/or placement of temporary towers
2. Building management
 - a. Identify and secure from re-entry all structures deemed structurally unsafe
 - A more detailed damage assessment report is collected. The data collected is routed to Office of Emergency Management for community wide compilation and possible submission to state and federal government agencies.
 - b. Building Inspectors
 - Additional inspector staffing will need to be coordinated from outside agencies through mutual aid agreements
 - Resources from the SAVE coalition will be requested from the State Emergency Management Agency as needed

D. Long Term Recovery

The long term recovery process will focus on efforts to return the community to as close to a new normal as possible. Long term community recovery will emphasize community engagement and sustainable growth while addressing the needs of the community.

Actions for consideration

1. Infrastructure
 - a. Utilities
 - Where applicable and financially feasible, accelerate long range plans on placement of utility infrastructure (see Whole Community Planning)
 - Consideration will be given to the application and feasibility of underground electric lines

- b. Storm sewer damage
 - Consideration for flash flooding mitigation where applicable
- c. Transportation
 - Enhancement of street infrastructure, coordinating improvements with future planning elements (see Whole Community Planning)
 - Enhancement of signalized intersections or intersections needing signals
 - Consideration for design alterations e.g. roundabouts, etc.
- d. Communications
 - Support replacement and installation of equipment that may support known technological advancements

2. Building Management

- a. Building inspections
 - Classify the extent of repair or replacement that will be needed for each damaged structure
 - Coordinate with DRF 4, Debris Management, in the areas of damage that will require complete demolition and removal
- b. Building codes and ordinances
 - Consideration for changes in current building codes to build structural resiliency for person and property protection
 - Consideration for restoration of historical structures
 - Care for damaged areas abandoned by owners
- c. Permits
 - Consideration of moratorium on building permits in rebuild area to allow for implementation of planning program
 - Segregate allowance of permits based on level of damage and/or areas outside planning area
 - Purchasing land from damaged areas

3. Planning and Zoning

- a. Survey disputes
 - Coordination of additional surveyors needed to support resolutions of personal property lines
- b. Changes in zoning
 - Considerations to be made in zoning changes before rebuilding
 - Coordination with Disaster Recovery Function 9, Economic Development in assisting the rebuilding of commercial property
 - Coordination with school districts for possible re-districting of schools
 - Consider changes that can be made within flood plains
 - Use of damaged areas abandoned by owners
 - Location changes of businesses

4. Long Term Housing

- a. Locations
 - TBD

5. Whole Community Planning

Larger, catastrophic events will likely require community master planning for the rebuilding process. The goal of this whole community planning is to establish a community based, post-disaster vision of what potentially could be developed and built for the impacted areas. Steps to include:

- a. Acquire input from community stakeholders, forums to include but not limited to:
 - Citizen public forums
 - Community organizations
 - Neighborhood associations, specifically any impacted by event
 - Relative local, state, and/or federal agencies
 - Higher education institutions
 - Local school districts
 - Regional partners
- b. In coordination with Disaster Recovery Function 3, Public Information, implement public information campaign that:
 - Gives community members a chance to develop vision for the future of the community
 - Establishes a high COAD profile which may increase funding opportunities
 - Encourages community ownership of the plan
 - Makes it easier to find project champions
 - Garner input in prioritizing identified projects
- c. The Community Recovery Planning Team will take the information gathered and, with the assistance and technical input from the Community Recovery Planning Advisory Group, establish a community vision for the new growth.
- d. From the vision, action recovery projects will be identified.
 - Search out projects that support mitigation opportunities
 - Many recovery projects may be eligible within the Public Assistance (PA) program of FEMA. Key notes of PA projects include:
 - Project worksheet: Used to develop projects for PA funding. Contains description of the facility, scope of eligible work, estimated costs, etc.
 - Improved Project: A PA project that incorporates improvements that go beyond restoring the facility to pre-disaster conditions.
 - Alternate Project: Occurs when the applicant chooses not to restore a damaged facility and requests the use of the PA funds for other public facilities, capital equipment, or hazard mitigation measures.
 - 406 Mitigation: PA projects can incorporate cost-effective mitigation measures that would reduce or eliminate the threat of future damage to a facility damaged during the disaster.
- e. Evaluate and Prioritize Projects
 - The Community Recovery Planning Team and Advisory Group will work to identify the recovery value of all possible projects that exist with competing interests and available resources to implement.
 - Recovery value is the designation assigned to a project that indicates its ability to help jump-start a community's recovery.

- High Recovery Value Projects will:
 - Fill a post-disaster community need
 - Provide leveraging and create linkages for other projects and funding
 - Be related to the physical damage from the disaster
 - Encourage private investment
 - Have strong community support
 - Have access to the resources needed to carry out the project
 - Be realistic in its outcome – is achievable
 - Avert future losses
 - Use resources efficiently
 - Have community-wide impact

E. Actions Taken By Operational Time Frame

1. Mitigation

- a. Incorporate mitigation measures into local land use planning and building codes, where applicable.
- b. Encourage the use of mitigation grants for small businesses, non-profit organizations, and others.
- c. Utilize neighborhood associations to promote mitigation and resilience-building efforts.

2. Preparedness

- a. Maintain and/or enhance coordination and participation with MO SAVE Coalition.
- b. Identify mutual aid options for surveyors and building inspectors.
- c. Identify and leverage programs that assist communities to prepare, collect, and analyze relevant existing and future data, such as information on functional needs populations, shifts in the density of the population, among others.
- d. Promote resiliency measures and enhance coordination in programs that build local leadership capacity, community member involvement, partnership and education on disaster preparedness.
- e. Build long-term housing options and locations in the community.

3. Response

- a. Represent DRF 8 at the Springfield-Greene County COAD meeting immediately following a disaster incident. Provide input into the organization of the Long Term Recovery Committee structured for the incident.
- b. Identify the range and significance of the disaster’s effect on the region and local governments of the impacted area. Identify which of these will be long-term impacts on the community.
- c. Determine the extent of damage and the needs of the housing and economic sectors as well as the infrastructure and environmental needs.
- f.

4. Recovery

- a. Institutionalize the goals of the collaboration of the various organizations to ensure that bonds between them remain strong after the initial response is over.

- b. Provide technical assistance and planning support to aid all levels of government to integrate sustainability practices, such as adaptive reuse of historic properties, mitigation considerations, smart growth principles and sound land use.
- c. Provide forums to allow citizens to voice their concerns regarding the recovery process.
- d. Develop a unified vision for the future of the community and how to utilize resources to best recover from the disaster.
- e. Research and utilize all possible venues for financial support to the recovery process.
- f. Consider what improvements to the pre-disaster conditions can be made.

V. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES

The disaster recovery process will involve federal, state, and local government agencies as well as private businesses and non-governmental agencies and organizations.

Due to the number of organizations which may be involved in disaster recovery, this list is not exhaustive. The exclusion of any given organization is not intended to downplay its role in the recovery process. More information regarding the specific roles of these and additional organizations is in the development process.

A. Primary Agency

City/County Planning Department

The City and County Planning departments will lead the Recovery Planning Team. Throughout the post-disaster recovery process the Planning Departments will ensure that the redevelopment of the city and county is efficient and balanced in the interests of all parties involved.

B. Support Agencies

Greene County Community Organizations Active in Disaster (COAD)

Greene County COAD consists of public, private, and non-governmental organizations that focus on assuring the most complete recovery for Springfield-Greene County following a disaster. Depending on the extent of damage and nature of the disaster, the COAD may find it necessary to form a Long-Term Recovery Sub-committee specifically for community planning, in accordance with the COAD Guidance Manual.

Office of Emergency Management (OEM)

- a. Deploy damage assessment teams
- b. Coordinate recovery and mitigation programs
- c. Disseminate needed information about the disaster and the recovery process
- d. Coordinate with FEMA and SEMA on disaster assistance.

County/City Departments

- a. Assist with plan enhancement.
- b. Participate in coordination of plan implementation.
- c. Conduct health and safety inspections of rental properties.
- d. Coordinate with utility companies with the installation or reconnection of service after a disaster.
- e. Inspect buildings and placard them to indicate habitability status.
- f. Begin process of contracting for renovation of damaged buildings or the construction of replacement buildings.
- g. Take steps to return service, sewer, water and electrical utilities.

- h. Take steps in building an economic recovery team to ensure proper funds management.
- i. Aid in public information distribution.
- j. Conduct post-disaster re-zoning as needed.

Springfield Area Chamber of Commerce

The Springfield Area Chamber of Commerce will work in the community to determine the needs within the community focusing on business development and returning the region to an economically sound situation. They will assist with plan enhancement as well as determine act as an advocate for businesses on the greater community.

Community Foundation of the Ozarks

Community Foundation of the Ozarks, through their Agency Partners Program, works with donors, nonprofit partners, and affiliated community foundations to promote public leadership, create community grants, and develop resources. Depending on the extent of damage, the Community Foundation of the Ozarks may call on any combination of its agency partners as it sees fit to promote the long term growth of the community.

Home Builders Association

The Home Builders Association will be instrumental in the decision making process due to its role as the voice of the construction professionals. In a post-disaster situation, the HBA will work with the other organizations to quickly and effectively rebuild the community.

Neighborhood Representations

Neighborhood Associations and other forms of representation will allow for the voice of the community to be heard. In many cases these are long standing organizations that understand the needs of their specific neighborhood more thoroughly than any other organization. They will be able to address the concerns of their neighbors and provide valuable feedback on the public perception of the response and recovery efforts.

Ozarks Transportation Organization Metropolitan Planning Organization

The Ozarks Transportation Organization is a Metropolitan Planning Organization that serves as a forum for cooperative transportation decision-making by state and local governments. Post-disaster this board will help to plan the restoration of local transportation routes that may have been damaged during the disaster, as well as coordinate transportation routes for aid that may be coming into the community.

Local School Districts

Local school districts will provide input as to the appropriate measures that need to be taken in regards to school age children post-disaster, as well information concerning their specific school districts and the damage they suffered due to the disaster.

C. State Support Agencies

State Emergency Management Agency (SEMA)

Provide support to local government and act as an intermediary between local and federal assistance programs.

D. Federal Support Agencies

Federal Emergency Management Agency (FEMA)

In the event of a Presidential Disaster Declaration FEMA will be called to provide support for the recovery. This may be in the form of financial assistance through various grant programs that FEMA has available for post-disaster recovery. Depending on the extent and nature of the disaster, FEMA may engage in a variety of different activities to support the local community.

VI. DIRECTION AND CONTROL

- A.** The chief elected City/County official, depending on the jurisdiction, has overall responsibility for recovery activities.
- B.** Springfield-Greene County OEM is responsible for the coordination of recovery efforts among City/County departments and outside agencies.

VII. CONTINUITY OF OPERATIONS

The key purpose of Continuity of Operations planning is to provide a framework for the continued operation of critical functions. When implemented, these plans will determine response, recovery, resumption, and restoration of Department/Agency services.

COOP Plans for the Departments/Agencies present a manageable framework, establish operational procedures to sustain essential activities if normal operations are not feasible, and guide the restoration of the critical functions of the Department/Agencies functions. The plan provides for attaining operational capability within 12 hours and sustaining operations for 30 days or longer in the event of a catastrophic event or an emergency affecting the department.

Due to the number of public, private, governmental and non-governmental agencies and organizations that have a role within COAD, these plans may or may not be available at OEM..

VIII. DEVELOPMENT AND MAINTENANCE

The Community Planning Function for Long Term Recovery will be reviewed annually with changes and updates being implemented at the discretion of the Greene County COAD and Springfield-Greene County OEM.

IX. AUTHORITIES AND REFERENCES

- A.** Federal Public Law 93-288, Robert T. Stafford Disaster Relief Act
- B.** Revised Statutes of Missouri, Chapter 44
- C.** Springfield City Code Chapter 34
- D.** Federal Public Law 99-299, SARA, Title III