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PLAN DEVELOPMENT GUIDE

# Instructions for the Pre-Disaster Recovery Plan template

# OCTOBER 2021

# Introduction

This document is intended to help jurisdictions customize the Pre-Disaster Recovery Plan template. The Plan Development Guide serves as a “how-to” manual to accompany the Pre-Disaster Recovery Plan template.

This document, along with the template, was developed as part of the Centralina Regional Resilience Collaborative and was funded by the U.S. Economic Development Agency Disaster Relief Coordinator Grant. The Pre-Disaster Recovery Plan template can be used by counties and cities in the Centralina region to establish a pre-disaster recovery plan. The template was developed in line with the *North Carolina Disaster Recovery Framework,* *National Disaster Recovery Framework*, National Incident Management Systems (NIMS) guidance, subject matter expertise, and industry standards related to pre-disaster recovery plans. The template establishes an organizational structure for recovery at the local government level. Adopting a similar organizational structure across the region facilitates coordination and cooperation between counties and cities, as well as with the State of North Carolina and FEMA.

## Development Guidance

The Pre-Disaster Recovery Plan template includes instructions highlighted in grey to ensure users can easily identify directions. All directions should be deleted before finalizing the plan. Grey highlights are also used to indicate when a user should insert jurisdiction-specific content, such as (Name of Jurisdiction) to tailor the plan. Guidance on the purpose and tasks to complete for each template section are provided below.

### Purpose, Scope, Situation Overview, and Assumptions

The Purpose section is a general statement that describes why the Pre-Disaster Recovery Plan is being developed and what the jurisdiction intends the plan to accomplish.

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| Purpose Section | Completed |
| Include language describing the purpose of the recovery plan. |  |
| Identify the jurisdiction(s) covered by the plan. |  |

The Scope section defines to whom the plan applies.

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| Scope Section | Completed |
| Identify the jurisdictions covered by the plan. |  |
| Identify the organizations to which the plan applies. |  |
| List any planning guidelines that were used to develop the plan. |  |

The Situation Overview section outlines the planning environment and presents facts upon which the plan is based. This section should include data that will drive recovery decision making, such as the demographics of the area, key infrastructure, local economic sectors and employers, and housing stock. Census data or existing analyses from city/county departments may be useful in compiling information for this section. Charts, graphs, lists, or other relevant data may be included, if desired.

Analysis of social vulnerability factors may be addressed using information available through the **Centralina Disaster Recovery and Equity GIS Interface**, which is an online resource for overlaying geocoded data to better understand the areas of social vulnerability in the region.

| Situation Overview Section | Completed |
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| Summarize relevant demographic data, including breakdown of population by age, household income/poverty, and vulnerable populations. |  |
| Describe critical transportation infrastructure, including roads, bridges, public transit, and airports. |  |
| Note the largest employers within the jurisdiction, overall employment rate, and key industries. |  |
| Describe the housing stock, including total units, mobile units, and rental units. Include median rental rates in various areas of the jurisdiction. |  |
| Identify top threats and hazards to the jurisdiction. |  |
| Reference any local, regional, or state risk analyses that have already been created (e.g., risk assessment, Threat and Hazard Identification and Risk Assessment [THIRA], hazard mitigation plan). |  |

The Planning Assumptions section provides the basis for the planning process. The template provides general assumptions and should be adjusted as necessary.

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| Planning Assumptions Section | Completed |
| Describe assumptions that have been used to develop the recovery plan related to recovery areas, including economic recovery, health and human services, housing, infrastructure, land use planning and development, and natural and cultural resources. |  |

### Concept of Operations

The Concept of Operations explains the jurisdiction’s overall approach to managing recovery based on guidance in the *North Carolina Disaster Recovery Framework* and FEMA’s *National Disaster Recovery Framework*. The Concept of Operations section explains what should happen, when, and at whose direction across the recovery timeline.

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| Concept of Operations Section | Completed |
| Provide a decision-making process for determining how recovery operations begin. |  |
| Describe how recovery operations will transition from response to recovery (i.e., how recovery operations transition from an Emergency Operations Center to activation and operation of the Recovery Organization). |  |
| Outline the phases of recovery and tasks to be undertaken during each phase. |  |

### Organization and Assignment of Responsibility

The Organization and Assignment of Responsibility section describes the recovery organization and outlines each recovery partner’s roles and responsibilities.

The recovery organization subsection presents an organizational structure for managing recovery operations. An overview of each unit of the recovery organization is provided. The organizational structure is based on recovery committees, which can also be divided into subcommittees. As part of the planning process, each jurisdiction must work with its stakeholders to determine what organization will assume the lead role and which organizations will support each committee.

The Roles and Responsibilities subsection lists government, private, and nongovernmental recovery partners and their specific roles and responsibilities during recovery. Recovery assignments parallel or complement each organization’s skills, expertise, resources, and daily operations.

The template includes a comprehensive list of organizations and agencies typically involved in recovery operations. As part of the planning process, each jurisdiction must work with its recovery stakeholders to confirm and/or modify roles and responsibilities listed in the template.

Planners should speak with potential lead and support organizations for each recovery committee to clarify potential roles and identify resources and support available for recovery.

Some example questions for stakeholders include:

* What does your organization do day-to-day that you think may be useful in disaster recovery?
* How has your agency and/or subdivisions of your agency been involved in recovery efforts in past disasters? When and for how long did you provide support?
* Does your agency or division have experience supporting administration of any federal Stafford Act programs (e.g., CDBG-DR, SBA, PA, IA, HMGP etc.)?
* For each relevant committee/subcommittee ask stakeholders:
  + What existing programs address key concerns in this recovery area during blue skies? How could that program be leveraged during recovery?
  + Are there any established collaborations (e.g., roundtables, task forces, etc.) that could help with recovery functions?
  + What expertise or resources does the agency have related to this committee’s focus area?
  + What existing planning has been done related to this committee’s focus area?

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| Recovery Organization Section and Roles and Responsibilities Section | Completed |
| Include an organizational structure for recovery operations. |  |
| Outline the role of each unit within the organizational structure. |  |
| Fill in lead and support organizations for each Recovery Committee. |  |
| Update the Roles and Responsibilities section with appropriate roles and responsibilities for each organization. |  |

### Direction, Control, and Coordination

The Direction, Control, and Coordination section establishes the elements of command that will be relied on to carry out recovery operations.

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| Direction, Control, and Coordination Section | Completed |
| Ensure the section clearly states who will direct operations during recovery. |  |

### Information Collection, Analysis, and Dissemination

The Information Collection, Analysis, and Dissemination section of the plan discusses pertinent data that must be managed by recovery partners.

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| Information Collection, Analysis, and Dissemination Section | Completed |
| Identify what type of information is needed, where it comes from, who would use it, and how the information will be used. |  |
| Designate the entity responsible for managing, updating, and disseminating information. |  |
| Outline any relevant elements regarding public outreach and education throughout the recovery phase. |  |

### Communications

The Communications section discusses the necessary internal and external communication elements and methods for interoperability among the recovery organization and with external agencies.

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| Communications Section | Completed |
| Identify who is responsible for managing communications among local recovery stakeholders. |  |
| Identify who is responsible for managing communications with state and federal government agencies. |  |
| Describe the available tools and processes for communications among local recovery partners and with state and federal agencies. |  |
| Reference any supplemental communications plans or standard operating procedures, if applicable. |  |

### Administration, Finance, and Logistics

The Administration, Finance, and Logistics section provides an overview of agreements, contracts, purchasing, reporting, and financial and administrative functions that are vital to recovery efforts.

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| Administration, Finance, and Logistics Section | Completed |
| Outline any existing mutual aid agreements and understandings for recovery. |  |
| Provide a description of how to obtain resources, mutual aid, contracts, purchasing authority, etc. |  |
| Identify the entity(ies) responsible for cost tracking and documentation and financial reporting. |  |
| Reference any existing policies or processes for cost documentation. |  |

### Plan Development and Maintenance

The Plan Development and Maintenance section outlines the steps to ensure the plan is kept current and active and is properly tested and evaluated on a regular basis.

| Plan Development and Maintenance Section | Completed |
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| Describe the process and frequency with which the recovery plan is reviewed and revised. |  |
| Include a page to document when changes are received and entered into the plan (in the front material). |  |
| Describe how the plan will be tested. |  |
| Describe the process by which lessons learned from exercises and real-world responses are collected, tracked, and incorporated into the plan review process. |  |

### Authorities and References

The Authorities and References section provides the legal basis on which the jurisdiction may activate and carry out emergency operations.

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| Authorities and References Section | Completed |
| Include references to relevant federal laws and statutes. |  |
| Include references to relevant state laws and statutes. |  |
| Include references to relevant local laws and statutes. |  |
| Include references to relevant volunteer and nongovernmental agencies. |  |

### Recovery Committee Annexes

Recovery Committee Annexes provide details about committee functions and activities. Each annex outlines the committee mission, objectives, and recovery partners and provides an overview of the pre-disaster, transition, short-term, and long-term recovery activities. During the planning process, jurisdictions should review the annexes with committee lead and support organizations to make necessary revisions.

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| Recovery Committee Annexes | Completed |
| Identify lead and support organizations for each committee and subcommittee. |  |
| Modify committee mission, objectives, and activities as confirmed by lead and support organizations. |  |
| Modify subcommittee objectives, overview, and activities as confirmed by lead and support organizations. |  |