



# Wyandotte County, Kansas Pre-Disaster Recovery Plan

## RSF 1 Community Planning and Capacity Building

**Coordinating Agency:** Unified Government Community Development  
Unified Government Planning and Urban Design

**Primary Agencies:**  
Unified Government of Emergency Management  
Unified Government of Neighborhood Resource Center  
Unified Government Public Health Department  
Unified Government Strategic Communications Department

**Support Agencies:** City of Bonner Springs  
City of Edwardsville  
American Red Cross  
The Salvation Army

The goal of Recovery Support System (RSF) 1 - Community Planning and Capacity Building (CPCB) is to ensure effective and efficient actions are being taken to expedite recovery and to ensure access to needed governmental services. The mission of the CPCB is to enable the jurisdiction to carry out community-based recovery planning and management effectively and efficiently in a post-disaster environment. It strives to restore, strengthen, and enhance the jurisdiction's ability to plan for recovery, engage the community in the recovery planning process, and build capacity (i.e., resources available to support recovery) for plan implementation and recovery management.

The CPCB RSF 1 stakeholders identify and assess needs, coordinate support (technical and financial), and help develop and identify the recovery capacities and community planning resources for the jurisdiction before and after disaster events. The CPCB RSF stakeholders achieve this goal by creating a systematic process that engages the whole community in the development of executable, operational, and/or community-based approaches to meet defined recovery objectives.

The CPCB has an emphasis on integration of hazard mitigation throughout the continuum of pre- and post-disaster recovery planning and implementation. This RSF serves as a forum for helping to integrate the nongovernmental and private sector resources into public sector recovery planning processes.



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CPCB RSF Goals	Short-Term	Intermediate	Long-Term
Evaluate community impact and needs.	●		
Set a community engagement and planning strategy.	●	●	
Initiate Community and neighborhood-based recovery planning.		●	●
Engage community resources.	●	●	●
Respond to unanticipated issues not covered by other RSF's.	●	●	●

Figure 1: CPCB Goals by Recovery Phase

## 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 and immediately following disaster impact and continuing 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 operations will begin as soon as possible. The extent of the community planning effort will depend on the progress and decisions made during the response phase of the disaster. When a community suffers severe impacts recovery decisions need to be made after life safety measures are concluded.

An established RSF 1 that is operational during response activities will facilitate the transition out of response and Short-Term Recovery activities into an organized reconstruction and redevelopment (Intermediate and Long-Term Recovery) phase. Short-term Recovery operations may continue to be coordinated from the EOC after the response phase is over, if required.

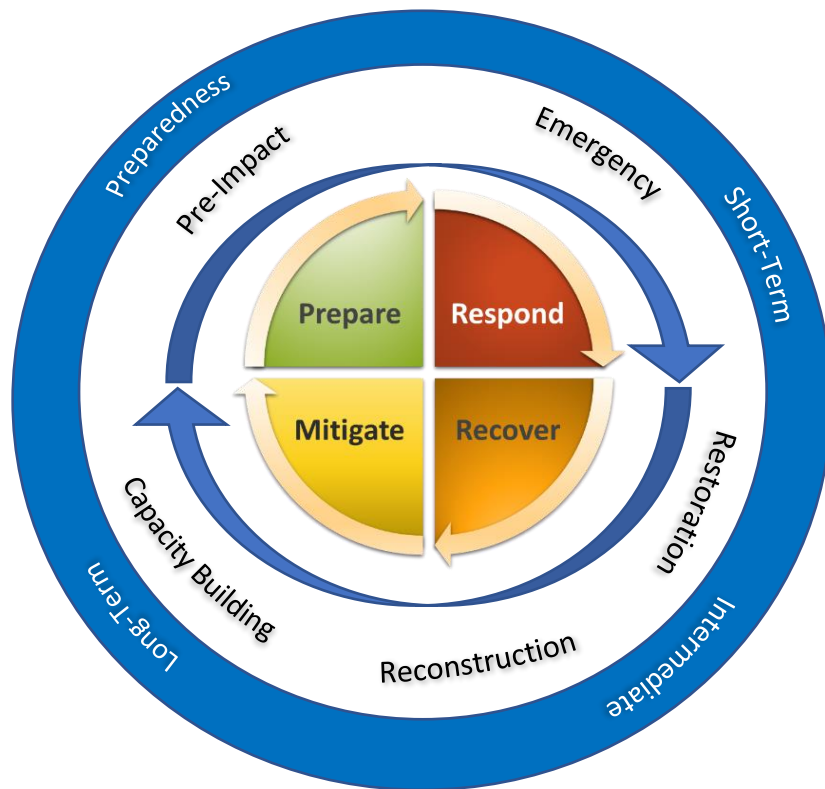


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The established four phases of recovery as described in the National Disaster Recovery Framework (NDRF).

- **Phase 1: Preparedness (Pre-Disaster)** includes actions taken before an incident or event requiring RSF support.
- **Phase 2: Short-Term Recovery** includes actions taken within days to weeks following an incident.
- **Phase 3: Intermediate Recovery** includes actions taken within weeks to months following an incident.
- **Phase 4: Long-Term Recovery** includes actions taken within months to years following an incident.

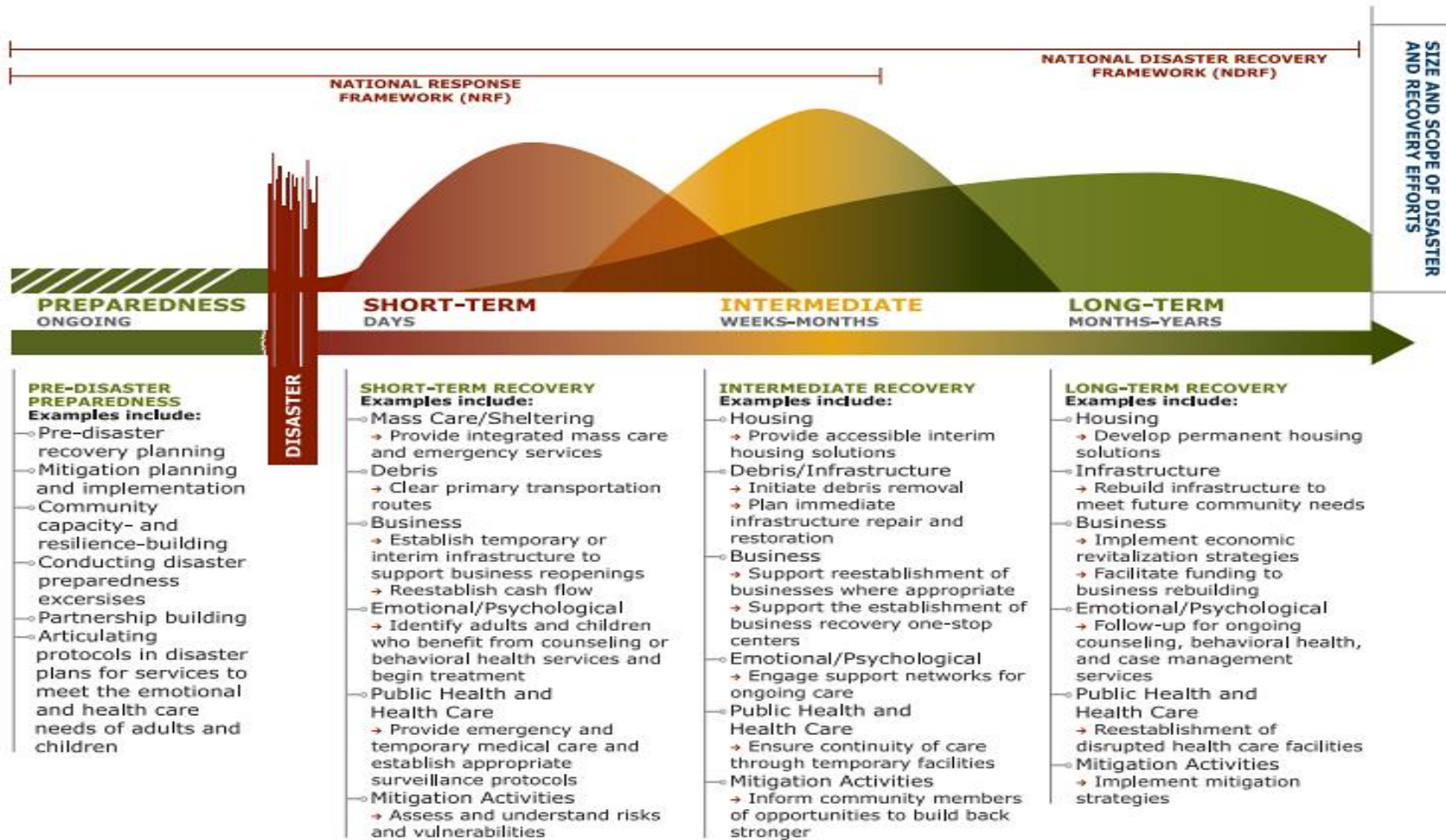
After the decision has been made to activate RSF 1, the jurisdiction's Recovery Coordinator/Local Disaster Recovery Manager is the primary point of contact for the implementation.





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## RECOVERY CONTINUUM – DESCRIPTION OF ACTIVITIES BY PHASE





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## B. Damage Assessment

There are several different types of assessments that occur post-disaster. These assessments are critical even if the disaster does not meet the state or federal thresholds for assistance. They give the local jurisdiction valuable information about infrastructure and recovery actions. The most common assessments include the Rapid Needs Assessment and the local, state, or joint Preliminary Damage Assessment (PDA).

### 1.1 Rapid Needs Assessment / Initial Damage Assessment

The Rapid Needs Assessment begins almost immediately after the event. This is often called the “Windshield Assessment” as it involves first responders and key officials reporting their observations as they move through the damaged areas. It is essentially a community-level “size up” that identifies immediate life safety and response priorities as soon as possible, preferably within the first operational period.

Tips for conducting an effective rapid needs assessment:

- Good preparation and training of local staff before an event can make this process much more efficient.
- Immediately after an incident, begin keeping a record of all reports of damage and update them as information comes in. All departments and agencies should keep good records and take pictures of damages as appropriate.
- Most damage assessment information will be obtained from other departments, including public works, law enforcement, fire, EMS, and other agencies that have information about costs/damages associated with the incident.
- Proactively develop a method for collecting and analyzing Rapid Needs Assessment data.
- Monitor social media and maintain contact with the local dispatch center to prioritize where to send Rapid Assessment teams.

Before the disaster occurs, departments should be aware of their role in information gathering to make the process go smoothly. The window of opportunity for pulling this information together after a disaster is usually only 24-72 hours.

Local jurisdictions are encouraged to conduct damage assessments as soon as access into the disaster area is possible to better understand the disaster's impact on private property, infrastructure, and public assets, and to understand the disaster's overall impact on the community. Conducting a local damage assessment, whether through the rapid needs assessment process or separately, provides the local government with important information that will drive short term recovery decisions (e.g., do we need to identify housing resources? What infrastructure repairs do we need to prioritize? Will businesses be able to operate normally? Etc.). Additionally, detailed damage information helps state and federal officials determine whether a damage assessment is necessary to determine eligibility for federal assistance.



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## 1.2 Joint Verification (Preliminary Damage Assessment)

If a disaster is large enough, federal financial assistance may be available through a federal disaster declaration. When disaster-related impacts approach established federal disaster thresholds, the emergency manager may request a FEMA Preliminary Damage Assessment (PDA) through the state. If the event does not meet FEMA disaster program indicators but could possibly meet Small Business Administration (SBA) indicators, the jurisdiction can request an independent SBA PDA.

The emergency manager (or a designee) will escort federal and state teams to assist in verification of the damages. If impacts meet the thresholds, a federal declaration may be obtained for FEMA Public Assistance, FEMA Individual Assistance, disaster loan assistance from the SBA or agricultural assistance through the United States Department of Agriculture (USDA).

Local coordination includes, but is not limited to, activities involving contacting partners, setting up teams, determining and assigning support activities, deploying teams, collecting, and assimilating the information, and demobilizing teams. Local participation includes performing as an active member on the team and forwarding a request through the Kansas Division of Emergency Management (KDEM) for federal assistance when impacts are beyond the capabilities of state, tribal, and local governments to manage. Additionally, more details about the damage assessment can be found in the Wyandotte County Emergency Operations Plan (CEOP) in Emergency Support Function (ESF) 14 – Assessment, Recovery and Mitigation Annex.



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## IMPLEMENTATION THRESHOLDS

Not all incidents will require the RSF 1 to be activated. The following thresholds are general guidelines that may indicate the need to activate the Housing RSF and other RSFs:

- At the direction of the Recovery Manager (or designee)
- The EOC may or may not be activated.
- Damage assessments are required.
- Field survey and inspections teams are activated.
- A significant number of residents within the jurisdiction are affected.
- A significant number of critical government agencies are affected.
- Many civic organizations are impacted.
- Elected officials have made a proclamation of a local emergency, state of emergency, or federally declared disaster.
- Critical lifelines and essential infrastructures are damaged and unavailable to portions of the community.

## OBJECTIVES AND IMPLEMENTATION ACTIVITIES

The CPCB stakeholders work together to accomplish the following objectives

- Evaluate and share information on community conditions and CPCB throughout the disaster area.
  - Assess community conditions.
  - Assess incident challenges, opportunities, and capacity.
  - Provide FEMA/Stafford Act recovery assistance.
  - Communicate with the public on services, stability, and safety issues.
  - Establish Disaster Recovery Centers (DRC) as needed.
  - Identify any unmet need and establish a recovery committee to address these unmet needs.
- Coordinate and resolve conflicts and leverage and optimize use of recovery planning and local capacity assistance.
  - Engage stakeholders.
  - Conduct incident-specific recovery planning.
  - Identify resources.
  - Develop and sustain partnerships.
  - Coordinate training and preparation with CPCB interagency partners.
  - Identify and track resolution of gaps and conflict.
  - Restore key resource in health, life, and safety areas.



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- Aid the community in identifying, securing, and utilizing needed capacity to lead, plan, manage, and implement recovery.
  - Coordinate deployment of resources.
  - Coordinate the application of sustainable hazard mitigation planning principles.
  - Conduct redevelopment planning and design.
  - Provide training, mentoring, and other targeted technical assistance.
  - Conduct project implementation, grants, and financial assistance.
  - Identify and implement mitigation activities.
  - Rebuild affected areas following an approved permitting process.
  - Engage in preparedness efforts to improve the resiliency of the community.

### **PHASE 1: PREPAREDNESS**

Phase 1 is ongoing. This phase ends when an incident occurs that requires recovery operations. This phase includes effective recovery activities begin with a host of preparedness activities conducted on an ongoing basis in advance of any potential incident. Due to the complex nature of recovery, and the number of agencies and departments involved, preparedness involves an integrated combination of the following

- Assessments
- Planning
- Procedures and protocols
- Training and exercises
- Personnel qualification
- Licensure, and certification
- Equipment certification and evaluation/revision(s)

### **PHASE 2: 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.

#### 1. Infrastructure

##### a. Utilities

- Primary focus during the short-term recovery period is utility restoration to critical infrastructure and areas of limited damage.
- Restoration efforts made may or may not be permanent.
- Cap damaged sewer lines at homes with significant damage.





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### 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 or markings on street.
- Temporary signals at key intersections.
- Re-routing buses for impacted residents temporarily relocated.

### d. Communications

- Support the repair of cell phone towers 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 date collected is routed to the Emergency Management Department 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.
- Request will be made to the state for additional inspector's/engineers to assist with structural damage assessments.

## PHASE 3: INTERMEDIATE RECOVERY

After the incident has been stabilized, recovery support will be fully transitioned to all the focus being on recovery.

### 1. Infrastructure

#### a. Utilities

- Primary focus during the intermediate recovery period is the continuation of utility and critical infrastructure restoration.
- Restoration efforts will be made to return all power to the affected area.



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- Regularly reassessing, prioritizing, coordinating needed resources and technical expertise to promote restoration of utilities.

### b. Storm sewer damage

- Consideration for flash flooding mitigation where applicable.
- Alternate source(s) of power.

### c. Transportation

- Enhancement the clearing of roadways and prioritize street infrastructure repair
- Enhance of signalized intersections or intersections needing signals.
- Start the planning process for the re-design of infrastructure in heavily damaged areas.

### d. Communications

- Support replacement and installation of equipment that may support known technological advancements.

## 2. Building Management

### a. Building Inspectors

- Classify the extent of repair or replacement that will be needed for each damaged structure.
- Classify those structures that will require complete demolition and removal.

### b. Building codes and ordinances

- Consideration for changes in current building codes to build.
- 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.



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## PHASE 4: LONG-TERM RECOVERY

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

### 1. Infrastructure

#### a. Utilities

- Where applicable and financially feasible, accelerate long range plans on placement of utility infrastructure.
- Consideration will be given to the application and feasibility of underground electric lines.

#### b. Storm sewer damage

- Consideration for flooding mitigation where applicable.

#### c. Transportation

- Enhancement of street infrastructure, coordinating improvements with future planning elements.
- Enhance 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. Demolition of unsalvageable public structures

- A more detailed damage assessment report is collected. The data collected is routed to the Emergency Management Office.
- Decisions made for determination of unsafe structures will be done by Policy Group.
- Utilize Memorandum of Understanding (MOU's) with demolition companies for a timely removal of unsafe structures.

#### b. Building Inspectors

- Resources will be requested from the Kansas Division of Emergency Management.



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## 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 Recovery Support Function 2, Economic Recovery.
- 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

- Determined based on impacted area and need.

## 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 federal agencies
- Higher education institutions
- Local school districts
- Regional partners



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- b. In coordination with Unified Government of Wyandotte County and Kansas City Kansas Public Information Office (PIO) 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.
  - Garners input in prioritizing identified projects.
- c. 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.



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## ROLES AND RESPONSIBILITIES

Every member of a recovery operations organization is responsible for documenting and reporting possible mitigation actions. UG departments may need to take responsibility for certain functions throughout the recovery process. All assigned UG departments should:

- Maintain standard operating plans and functional checklists.
- Train personnel and alternates.
- Maintain communications and coordination with appropriate EOC(s).

This table details the roles and responsibilities of the Coordinating and Primary Agencies:

### Stakeholders

### Functions

#### Community Development

- Coordinates with the Federal Department of Housing and Urban Development Coordinates the Damage Assessment Team to include the field survey teams
- Acts as the central communications point for other community agencies and nongovernmental organizations
- Assists the public to secure recovery assistance
- Provides information to the public about a variety of non-profit services and agencies in times of disaster
- Continue existing ongoing housing and other projects unless directly affected

#### Planning and Urban Design

- Coordinates long-range land use planning to support recovery efforts
- Analyzes privately initiated land use projects to ensure compliance with land use regulations
- Advises the Mayor/CEO and the Board of County Commissioners on the land use projects
- Reviews building plans, conducts inspections, and ensures code compliance to help maintain public health and safety



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## Stakeholders

## Functions

### Emergency Management

- Reports situation and damage to Kansas Division of
- Emergency Management (KDEM)
- Coordinates and maintains files of all initial assessment reports
- Coordinates and maintains all records during the recovery phases
- Coordinates the development of after-action reports

### Finance Department

- Coordinates with Emergency Operations Center (EOC) Director to develop cost accounting and documentation maintenance procedures and processes
- Develops an audit trail for Auditor and Controller manual expenditures incurred during the recovery phase
- Performs emergency warrant issuance activities
- Coordinates and monitors FEMA documentation processes for eligible expenditures
- Executes FEMA filing(s)
- Works with Chief Technical Officer to re-establish County financial systems
- Continues to administer County payroll
- Continues to perform County accounts payable function

### Strategic Communications

- Serves as a central point for disseminating public information during times of disasters and help control rumors
- Conducts trend analysis to County officials and report community needs that are not being met

### Appraiser's Office

- Follows up on field reports received by a jurisdiction's damage assessment process to provide potential property tax relief to owners of damaged private property via a County Assessor Reassessment of Property
- Administers federal disaster housing assistance for victims
- Serves Section 8 Rental Assistance applicants currently on the program or Tenant



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## Stakeholders

## Functions

American Red Cross

- Provides for the critical needs of individuals such as food, clothing, shelter, and supplemental medical needs
- Provides for the critical needs of individuals such as food, clothing, shelter, and supplemental medical needs
- Provides other assistance to individuals such as furniture, home repair, home purchasing, essential tools, and some bill payments as needed and requested
- Assists local jurisdictions by conducting preliminary damage assessment “windshield surveys” within 24 hours, as situation and resources allow
- Provides detailed damage assessments to the community within 72 hours as requested Humane Society & Animal Services
- Provides for the critical needs of animals such as food, shelter, and supplemental medical needs
- Provides for the reunification of animals with owners before, during and after a disaster





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## COMMUNICATION AND COORDINATION

The Community Planning and Capacity Building (CPCB) stakeholders will continue to engage with local-level and potentially national level RSF agencies and applicable State agencies to coordinate the immediate actions requiring RSF engagement. Many entities will be active participants in the CPCB following an incident. The entities that will need to be involved post-disaster fluctuates to obtain the appropriate expertise or capabilities of other entities beyond direct jurisdictional control that are known to support or can support recovery efforts rather than continual participation in the RSF.

### CPCB COORDINATION WITH THE LOCAL COMMUNITIES

When activated, CPCB works with state and community partners through coordination with the Disaster Recovery Manager. Recovery activities will likely require direct relationships with non-governmental organizations and private sector and non-profit sector partners. It is important that the CPCB and the jurisdiction's Disaster Recovery Manager work with the local, state, tribal, territorial, unincorporated areas, private, and non-profit partners to complete the following actions:

- Develop a coordinated recovery strategy that addresses CPCB recovery needs for the local, state, tribal, territorial, and unincorporated communities.
- Establish a process for obtaining baseline data/information.
- Identify metrics to measure progress.
- Designate state, territorial, tribal, and local organizations that will coordinate community recovery efforts.
- Identify sources of funding, including private sector and philanthropic organizations, to meet specific objectives.
- Put in place mechanisms to reduce fraud, duplication, and waste.
- Determine local, state, tribal, territorial, and insular area capacity, and training needs for Federal assistance applications.

### CPCB COORDINATION WITH OTHER RSFS

The CPCB must make sure recovery activities are coordinated with those of the other RSFs. While the ultimate coordination of activities is the responsibility of the Disaster Recovery Manager, adequate coordination between RSFs is necessary. There are multitudes of interrelated and interdependent issues that require extensive inter RSF coordination. In some situations, the CPCB can provide input on the needs of the community and subject matter expertise for other RSF efforts. In other situations, the CPCB can benefit from the work of the other RSFs, thereby leveraging their outputs.



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Community Planning and Capacity Building (CPCB) RSF Coordination		
Recovery Support Function	Potential Support to CPCB RSF	Potential Support from CPCB RSF
<b>Economic</b>	Assist businesses with rehabilitation and new development.	Programs that encourage/support strategic planning for infrastructure systems recovery
<b>Health and Social Services</b>	Assistance with health and social service networks, facilities, childcare, and/or providers that impact employment, and support a customer base for businesses	Technical assistance to health and social services networks and providers for business recovery
<b>Housing</b>	Meeting the housing needs of employers and employees of private and public entities	Facilitation of local purchasing efforts to assist businesses with housing rehabilitation and development  Technical assistance to housing developers for access to capital
<b>Infrastructure Systems</b>	Restoration status of sewer, roadway, electricity, communications, and other infrastructure needs impacting housing	Information on infrastructure needs of businesses by geographic service areas
<b>Natural and Cultural Resources</b>	Rehabilitation of buildings for businesses within historic districts or landmarked/historic building, status of tourism assets	Integration of strategic housing planning into the promotion of economic growth through tourism and other conservation initiatives



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## RESOURCES

[Armourdale Area Master Plan Report \(10/11/21\)](#)

[Central Area Master Plan \(10/29/20\)](#)

[Citizen's Guide to the Department of Planning and Urban Design](#)

[Community Planning and Capacity Building - FEMA](#)

[Neighborhoods - KC Rising Pillars](#)

[Northeast Area Master Plan \(11/29/18\)](#)

[Recovery Plan San Diego County Operational Area \(09/19\)](#)

[Springfield - Greene County Long Term Recovery Plan](#)