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OFFICE OF CLIMATE CHANGE SUSTAINABILITY AND RESILIENCY
KE KE'ENA LOLI ANIAU MĀLAMA 'ĀINA A ME KE OLA LOA
CITY AND COUNTY OF HONOLULU
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RICK BLANGIARDI
MAYOR
MEIA

MATTHEW GONSER, AICP, CFM
EXECUTIVE DIRECTOR &
CHIEF RESILIENCE OFFICER
PO'O HO'OKŌ & KAHU OLA LOA

BENJAMIN SULLIVAN
DEPUTY DIRECTOR &
DEPUTY CHIEF RESILIENCE OFFICER
HOPE PO'O & HOPE KAHU OLA LOA

August 2, 2024

The Honorable Tommy Waters
Chair and Presiding Officer
and Members
Honolulu City Council
530 South King Street, Room 202
Honolulu, Hawai'i 96813

Dear Chair Waters and Councilmembers:

SUBJECT: Long-Term Disaster Recovery Plan 2024-2029

The Office of Climate Change, Sustainability and Resiliency (CCSR) hereby transmits the City and County of Honolulu's (City) *2024-2029 Long-term Disaster Recovery Plan* (LTDR Plan). Development of the LTDR Plan was first identified as an essential action within the City's community-driven *Ola: O'ahu Resilience Strategy* (2019; Resilience Action 19) and further established as a requirement via Ordinance 20-47, now Revised Ordinances of Honolulu (ROH) 2021, §2-10.11.

The LTDR Plan is a critical step towards establishing an operational framework that will support equitable and efficient post-disaster long-term recovery and improve island-wide resilience. Per Ordinance, the LTDR Plan is to be reviewed by CCSR annually, in coordination with all necessary departments and agencies, as appropriate, and updated in conjunction with DEM and the City's Local Hazard Mitigation Plan.

The LTDR Plan is available online at www.resilientoahu.org/disasterrecovery and also attached with this letter. The website provides additional information on the planning process, stakeholder engagement, and explanation of what long-term disaster recovery is allowing users to explore the project and Plan.

CCSR thanks the many City departments, agencies and community members who contributed to the development of this Plan and for their continued efforts toward making our government more efficient and effective and our communities more resilient.

Should you have any questions or would be interested in a presentation at the appropriate subject matter City Council Committee, please contact me at matthew.gonser@honolulu.gov or (808) 768-2276.

Sincerely,

Digitally signed by Gonser, Matthew
Date: 2024.08.02 07:13:10 -10'00'

Matthew Gonser
Executive Director and
Chief Resilience Officer

Attachments

APPROVED:

Michael D. Formby
Managing Director

OFFICE OF CLIMATE CHANGE SUSTAINABILITY AND RESILIENCY
KE KE'ENA LOLI ANIAU MĀLAMA 'ĀINA A ME KE OLA LOA
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BENJAMIN SULLIVAN
DEPUTY DIRECTOR &
DEPUTY CHIEF RESILIENCE OFFICER
HOPE PO'O & HOPE KAHU OLA LOA

August 1, 2024

MEMORANDUM

TO: The Honorable Rick Blangiardi, Mayor

VIA: Michael D. Formby, Managing Director
Office of the Mayor

FROM: Matthew Gonser, Executive Director and Chief Resilience Officer
Office of Climate Change, Sustainability and Resiliency

Digitally signed by Gonser, Matthew
Date: 2024.08.01 13:44:33 -10'00'

SUBJECT: Request Approval and Adoption of the City Long-Term Disaster Recovery Plan 2024-2029

The Office of Climate Change, Sustainability and Resiliency (CCSR) hereby transmits the City and County of Honolulu's (City) *2024-2029 Long-Term Disaster Recovery Plan* (LTDR Plan). Development of the LTDR Plan was first identified as an essential action within the City's community-driven *Ola: O'ahu Resilience Strategy* (2019; Resilience Action 19) and further established as a requirement via Ordinance 20-47, now Revised Ordinances of Honolulu (ROH) 2021, §2-10.11.

The LTDR Plan is a critical step towards establishing an operational framework that will support equitable and efficient post-disaster long-term recovery and improve island-wide resilience. Per Ordinance, the LTDR Plan is to be reviewed by CCSR annually, in coordination with all necessary departments and agencies, as appropriate, and updated in conjunction with the Department of Emergency Management (DEM) and the City's Local Hazard Mitigation Plan.

The LTDR Plan is available online at www.resilientoahu.org/disasterrecovery and a digital copy is attached to this memo. The website provides additional information on the planning process, stakeholder engagement, and explanation of what long-term disaster recovery is allowing users to explore the project and Plan.

CCSR thanks the many City departments, agencies and community members who contributed to the development of this Plan and for their continued efforts toward making our government more efficient and effective, and our communities more resilient.

Should you have any questions, please contact Sarah Harris, Hazard Mitigation and Long-Term Disaster Recovery Program Manager or (808) 768-2284.

Attachment

APPROVED:

Digitally signed by Formby, Michael
Date: 2024.08.01 16:15:42 -10'00'

Michael D. Formby
Managing Director

Digitally signed by Blangiardi, Rick
Date: 2024.08.01 16:36:45 -10'00'

Rick Blangiardi
Mayor

LONG-TERM DISASTER RECOVERY PLAN

CITY AND COUNTY OF HONOLULU

2024 - 2029

Preface

Through a Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program award (4366-05-03), the City and County of Honolulu Office of Climate Change, Sustainability and Resiliency (CCSR), together with the Department of Emergency Management (DEM), worked with City departments, partners, and community members to develop this Long-term Disaster Recovery Plan. This Plan is a critical step towards establishing an operational framework that will support equitable and efficient long-term recovery and improve island-wide resilience.

The development of a Long-Term Disaster Recovery Plan was first identified as an essential action within the City's community-driven *Ola: O'ahu Resilience Strategy* (2019; Resilience Action 19) and further established as a requirement via Ordinance 20-47, now Revised Ordinances of Honolulu (ROH) 2021, §2-10.11. Per Ordinance, the Plan is to be reviewed by CCSR annually, in coordination with all necessary departments and agencies, as appropriate, and updated in conjunction with DEM and the City's Local Hazard Mitigation Plan.

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Executive Summary

On August 8, 2023, wildfires ignited grasslands on Maui and spread rapidly toward the leeward coast, intensifying exponentially due to strong winds from a hurricane hundreds of miles offshore. The wildfire, comprising four separate blazes, claimed at least 101 lives, destroyed more than 2,200 structures in the historic town of Lāhaina, and displaced nearly 7,000 residents. The event was designated as the deadliest fire in the United States in over a century and Hawaiʻi's most catastrophic disaster on record.

Over the last decade catastrophic disasters like the Maui wildfires have increased steadily in frequency and severity across the globe and climate projections show that trend continuing. Between 2018 and 2022, the U.S. experienced 90 disaster events resulting in 1,751 deaths and a total cost of $611.8 billion. To put the cost into perspective, this amount is equivalent to approximately 131 years of the City's Fiscal Year 2025 budget.

The island of Oʻahu has not experienced a catastrophic disaster in recent memory, but is expected to face increased climate change related risks from sea level rise and changing weather patterns that may affect hurricane and storm surge frequency and severity and wildfire risk. Having a long-term recovery plan – even for communities like Oʻahu with little or no recent history of significant disaster events – is important.

The City and County of Honolulu (City), state, local community-based organizations, businesses, and residents have established robust and active disaster management networks and developed strategies for building resilience across the island. This Long-term Disaster Recovery Plan (Plan) represents the missing piece of long-term recovery and builds upon the expertise and experience of these networks.

Not every disaster event will require substantial recovery operations. Smaller events causing limited impact to people or property will require swift, organized response and short-term recovery actions, but may not require a substantial or sustained recovery effort. Major disasters involve a protracted period of transition toward long-term recovery over months and years, with each phase requiring sustained, coordinated action across government entities. The Plan provides a framework and guidance for processes and activities that accelerate as response and short-term recovery tapers off, but requires sustained coordination with those entities and departments responsible for preceding phases.

Stakeholder participation, input, and buy-in are critical for a feasible and equitable recovery plan that meets the needs of Oʻahu's communities. Recognizing this, the City developed this Plan through extensive consultation, discussion, and workshops with City government departments, community-based organizations, and recovery stakeholders.

The City recognizes disaster impacts occur on a local scale, so recovery must be organized accordingly. This Plan integrates best practices of long-term disaster recovery with the socioeconomic, cultural, and governmental structures unique to the island of Oʻahu. The Plan is a critical step toward establishing a local long-term recovery framework for Oʻahu *before* a future destructive event strains the resources and capacity of our communities.

i Acknowledgements

The development of the Long-Term Disaster Recovery Plan for the City and County of Honolulu was made possible through partnership and collaboration among the following City departments, state agencies, and public and private organizations in the city.

i.i Core Planning Team Member Agencies

The following agencies were represented as members of the Core Planning Team (CPT):

City and County of Honolulu

- Communications Team, Mayor's Office
- Department of Budget and Fiscal Services
- Department of Community Services
- Department of the Corporation Counsel
- Department of Design and Construction
- Department of Emergency Management
- Department of Facility Maintenance
- Department of Information Technology
- Department of Land Management
- Department of Planning and Permitting
- Office of Climate Change, Sustainability and Resiliency
- Office of Economic Revitalization

State of Hawai'i and Federal Government

- Department of Hawaiian Home Lands
- Hawai'i Emergency Management Agency
- Hawai'i Office of Homeland Security
- Hawai'i State Energy Office
- National Oceanic and Atmospheric Administration
- National Weather Service
- State Office of Planning and Sustainable Development

Utilities

- Hawaiian Electric

i.ii Community Advisory Group Member Organizations

The following agencies and non-governmental community stakeholders were represented as members of the Community Advisory Group (CAG):

- American Institute of Architects (AIA) Honolulu
- American Red Cross, Hawaiʻi Chapter
- Blue Planet Foundation
- Cades Shutte
- Center for Resilient Neighborhoods, Kapiʻolani Community College
- Climate Change Commission
- Cross Island Community Resilience Network
- Fil Com CARES
- Hauʻula Emergency Leadership Plan
- Hawaiʻi Alliance for Community-Based Economic Development
- Hawaiʻi Building and Construction Trade Council
- Hawaiʻi Community Foundation
- Hawaiʻi Green Growth
- Hawaiʻi Land Trust
- Hawaiʻi Building & Construction Trade Council
- Hawaiʻi Disability Rights Center
- Hawaiʻi Farm Bureau Federation
- Hawaiʻi Farmers United Union
- Honolulu Climate Change Commission
- Honua Consulting
- Hui o Hauʻula
- Island Preparedness Group
- Kaʻaʻawa Community Association
- Kamehameha Schools
- Kanu Hawaiʻi
- Koʻolaupoko Hawaiian Civic Club
- Kūpuna Collective
- KZOO Radio
- Legal Aid Society of Hawaiʻi
- National Disaster Preparedness Training Center
- Papa Ola Lōkahi
- SHADE Group
- University of Hawaiʻi at Mānoa, Department of Urban and Regional Planning
- University of Hawaiʻi School of Ocean and Earth Science and Technology, Climate Resilience Collaborative
- University of Hawaiʻi Sea Grant College Program
- Zephyr Insurance

i.iii Planning Project Team

The City and County of Honolulu Office of Climate Change, Sustainability and Resiliency and the Department of Emergency Management were supported by a Planning Project team comprised of local and national planning, communications, and architectural firms Civix, HHF Planners, Pilina First, and Martin, Chock & Carden.

ii Abbreviations and Acronyms

1.1 City and County of Honolulu Departments and State Agencies

BFS	Budget and Fiscal Services
BWS	Honolulu Board of Water Supply
CCSR	Office of Climate Change, Sustainability and Resiliency (Resilience Office)
Comms Team	Mayor's Communications Team
COR	Department of the Corporation Counsel
DCS	Department of Community Services
DDC	Department of Design and Construction
DEM	Department of Emergency Management
DES	Department of Enterprise Services
DHR	Department of Human Resources
DIT	Department of Information Technology
DFM	Department of Facility Maintenance
DLM	Department of Land Management
DPP	Department of Planning and Permitting
DPR	Department of Parks and Recreation
DTS	Department of Transportation Services
ENV	Department of Environmental Services
HART	Honolulu Authority for Rapid Transportation
HI-EMA	Hawai'i Emergency Management Agency
HOU	Office of Housing
MDO	Office of the Managing Director
MOCA	Mayor's Office of Culture and the Arts
NCO	Neighborhood Commission Office
OCS	Office of Council Services
OER	Office of Economic Revitalization

ii.i Planning Terms & Documents

APA	American Planning Association
CAG	Community Advisory Group
CPT	Core Planning Team
LDRC	Local Disaster Recovery Coordinator
EIDL	Economic Injury Disaster Loan
EOC	Emergency Operations Center

EOP	Emergency Operations Plan
HNL-CEMP	Comprehensive Emergency Management Plan
HRS	Hawai‘i Revised Statutes
IBC	International Building Code
LDRM	Local Disaster Recovery Coordinator
MD	Managing Director
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NOFO	Notice of Funding Opportunity
RAA	Recovery Action Area
RFQ	Request for Qualifications
RMT	Recovery Management Team
RSF	FEMA Recovery Support Function
VOAD	Voluntary Organizations Active in Disaster

ii.ii Federal Agencies & Programs

CDBG	Community Development Block Grant
CDBG-DR	Community Development Block Grant Disaster Recovery
CDBG-MIT	Community Development Block Grant Mitigation
FEMA	Federal Emergency Management Agency
FEMA BRIC	FEMA Building Resilient Infrastructure and Communities Program
FEMA FMA	FEMA Flood Mitigation Assistance Program
FEMA HMGP	FEMA Hazard Mitigation Grant Program
FEMA IA	FEMA Individual Assistance
FEMA PA	FEMA Public Assistance
FEMA PDM	FEMA Pre-Disaster Mitigation Grant Program
HHS	U.S. Department of Health and Human Services
HUD	U.S. Department of Housing and Urban Development
NFIP	National Flood Insurance Program
NOAA	National Oceanic and Atmospheric Administration
SBA	U.S. Small Business Administration

iii Definitions

Hazard: "Hazard" means an event or condition of the phyiscal environment that results or may likely result in damage to property or injuries or death to individuals and which may result in an emergency or disaster.[1] Hazards can include "natural" or environmental events like hurricanes, flash floods, rockslides, and earthquakes, as well as "man-made" events like chemical spills, infrastructure failures, and explosions.

Hazard Mitigation: Any sustained action taken to reduce (mitigate) or eliminate long-term risks to people and property from future disasters.

Disaster: "Disaster" means any emergency, or imminent threat thereof, which results or may likely result in loss of life or property and requires, or may require, assistance from other counties or states or from the federal government[2]. The threshold for when a hazard becomes a disaster depends entirely on the scale and severity of the event; the unique characteristics, vulnerabilities, and resources of an impacted area; and the overall economic, social, and political context of the disaster.

Major disaster or Presidentially Declared Disaster: For the purposes of releasing federal aid, the United States government defines a major disaster as:

> "any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance…to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." [3]

When the president declares a major disaster under the Stafford Act, that announcement releases some types of federal emergency funding and makes it possible for Congress to allocate funds for long-term recovery related to the event in the future.

Disaster Preparedness: Disaster preparedness refers to proactive, pre-disaster measures that mitigate the potential impact of a disaster event. It is a continuous cycle of planning, organizing, training, exercising, evaluating, and taking corrective action before a disaster occurs.[4] Preparedness activities include creating emergency plans, distributing emergency kits, conducting drills and trainings, establishing channels of communication among government, organizations, and residents.

Disaster Response and Relief: Disaster response and relief refers to the organized efforts and actions taken to address the immediate needs of individuals and communities affected, save lives, and protect property. Relief can mean any physical or financial assistance provided. The concepts described here are consistent with response **and** short-term recovery per the Federal Emergency Management Agency's

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[1] Hawai'i Revised Statutes §127A–2 Definitions

[2] Hawai'i Revised Statutes §127A–2 Definitions

[3] Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S. Code § 5122 - Definitions

[4] Department of Homeland Security

(FEMA) *National Disaster Recovery Framework* (NDRF) and *City and County of Honolulu Comprehensive Emergency Management Plan* (HNL-CEMP).

Disaster response and relief efforts typically include:

- Search and rescue operations;
- Emergency medical care;
- Shelter and short-term housing provision;
- Food and water distribution;
- Debris removal;
- Emergency repairs;
- Assessing impacts; and
- Restoration of essential services and infrastructure. [5]

Short-Term Disaster Recovery: Short-term recovery activities focus on stabilizing a post-disaster situation, ensuring the safety of survivors, and paving the way for long-term restoration and reconstruction. Activities undertaken during this phase are often characterized by temporary actions taken during response and relief that then bridge to permanent, long-term recovery. The concept described here is consistent with short- **and** -intermediate-term recovery per the NDRF and HNL-CEMP.

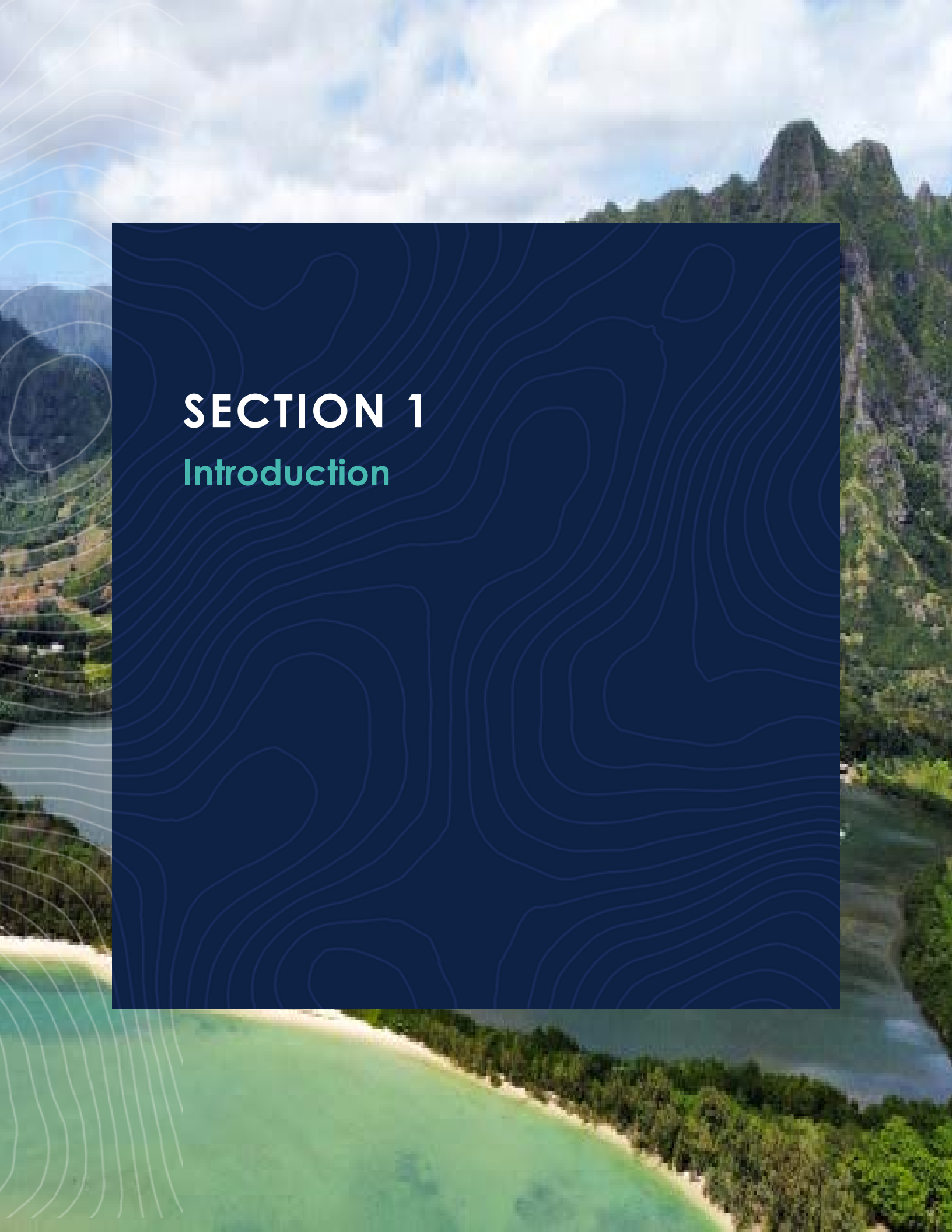
Long-Term Disaster Recovery: Long-Term Disaster Recovery activities begin during and after initial response and include intermediate and long-term activities focused on restoring the built, economic, social, cultural and natural environment in ways that prevent or mitigate (reduce) impacts from future disasters. The concept described here is consistent with long-term recovery per the NDRF and HNL-CEMP.

Long-term recovery begins months or years after a major disaster is declared and ramps up as response, relief, and short-term funding and activities taper off. Long-term recovery activities may include:

- Rebuilding and redeveloping permanent housing and public infrastructure;
- Long-term financial assistance for households, businesses, and local governments;
- Economic and workforce development programs;
- Restoring natural and cultural resources;
- Redesign of local codes and ordinances to mitigate damage from future events; and
- Community development initiatives.[6]

[5] FEMA. Emergency Management in the United States. Available at: https://training.fema.gov/emiweb/downloads/is111_unit%204.pdf.

[6] FEMA. (2011). National Disaster Recovery Framework. Available at: https://www.fema.gov/pdf/recoveryframework/ndrf.pdf



SECTION 1

Introduction

1 Introduction

O‘ahu is home to a diversity of people, communities, and geographies that are prized assets for residents and the local economy. More than 20 percent of residents were born outside the U.S., 25 percent speak a language other than English at home, and the island has no single ethnic majority. In addition to a diverse resident population, the island also boasts a remarkable environment with communities residing near sandy and rocky coastlines, in mountain ranges and valleys, in a mix of rural, suburban, and denser towns, and the primary urban center of Honolulu. This means a broad spectrum of needs and potential vulnerabilities must be identified and integrated during disaster recovery.

Honolulu is also notable for its cost of living, which is among the highest in the country. The tourism industry, which drives the local economy, often offers service-based jobs contingent upon the island’s continued viability as a tourism destination. These economic stresses, together with high housing prices, have resulted in an unhoused population. Native Hawaiians, Pacific Islanders, and other marginalized groups also experience higher vulnerability due to systemic inequalities and historical injustices. This creates financial challenges and instability for many residents.

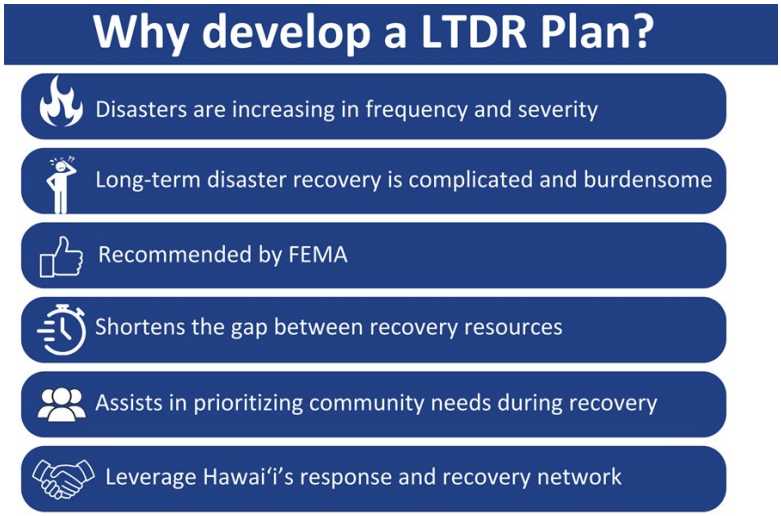
Meeting the needs of O‘ahu’s diverse and vulnerable populations is critical and challenging during regular day-to-day operations. After a major disaster, the City and County of Honolulu (City) may struggle to continue delivering services let alone develop new systems of decision-making required in long-term disaster recovery scenarios.

To address the need for improving disaster recovery outcomes, the City’s Office of Climate Change, Sustainability and Resiliency (CCSR) developed the Long-Term Disaster Recovery Plan (Plan) in close collaboration with the Department of Emergency Management (DEM), government partners, and local community-based organizations. This Plan is a critical step toward establishing a local long-term recovery framework for O‘ahu *before* a future destructive event strains the resources and capacity of the City and O‘ahu’s communities.

1.1 Purpose

The City, state, local community-based organizations, businesses, and residents have established robust and active disaster management networks and developed strategies for building resilience across the island. This Plan represents the missing piece of long-term recovery and builds upon the expertise and experience of these networks.

During long-term disaster recovery, the City and organizations involved must manage and close out emergency and short-term recovery programs while simultaneously securing additional resources, launching outreach and engagement campaigns, designing programs, hiring staff, and ramping up recovery programs. The challenge of this intensive, multi-pronged response and recovery processes inevitably strains the capacity and resources of local staff, many of whom are likely to have been affected by the disaster.



Collaboration between emergency response and long-term recovery planning before a disaster event can significantly decrease delays and inefficiencies in implementing recovery programs. This allows jurisdictions to leverage response and recovery resources more efficiently and make informed decisions for improved community outcomes. Developing a recovery plan with a governance structure that is integrated with the *City and County of Honolulu's Comprehensive Emergency Management Plan* (HNL-CEMP) **before** a major disaster occurs allows leadership, recovery managers, and community stakeholders to proactively identify how they collaborate, pool resources, problem solve, and prevent duplication of efforts.

The financial aspect of recovery creates additional challenges. Funding resources available can differ during the phases of response and recovery with overlapping grant periods, and complex and varying funding requirements. For example, most Federal Emergency Management Agency (FEMA) assistance ends around 18 months after a disaster while U.S. Department of Housing and Urban Development (HUD) Community Development Block Group Disaster Recovery (CDBG-DR) housing grant funding does not start distributing funds until about 20 months after an event. [7] This lapse in support can be devastating to households and communities trying to rebuild damaged or destroyed homes. While municipal leaders cannot control how quickly federal dollars are allocated after a disaster, a jurisdiction *can* significantly influence the speed, efficacy, quality, and equitability of its disaster programs and projects by prioritizing recovery planning before a disaster occurs.

Effective recovery also requires transparent communication and an engaged community. Communities that are informed and engaged are generally more resilient, supportive and cooperative with recovery efforts. As discussed in Section 2, the Plan was developed through consultation, discussion, and workshops with City government departments, community-based organizations, and recovery stakeholders. During the Plan's stakeholder engagement process,

[7] Urban Institute. (2021). Why Does Disaster Recovery Take So Long? Five Facts about Federal Housing Aid after Disasters. Available at: https://www.urban.org/urban-wire/why-does-disaster-recovery-take-so-long-five-facts-about-federal-housing-aid-after-disasters.

representatives from City departments and community-based organizations shared their experiences of launching and managing a variety of long-term recovery activities in the months and years after the pandemic began. Representatives also offered reflections on which strategies worked best, administrative bottlenecks that may have delayed or complicated service delivery, and a variety of suggestions for improvements to program implementation and administration.

LESSONS LEARNED FROM COVID-19

- An influx of COVID-related funding created opportunities for program development but required additional staff capacity to solicit vendors, review contracts, approve projects, and coordinate with departments receiving funding. Some of these challenges created slowdowns in getting funds or programming to impacted residents and businesses;
- City departments successfully leveraged existing partnerships and coordinated with local nonprofits to implement new programs with COVID funding;
- City departments developed new tools and efforts related to COVID accounting, COVID communications and messaging, and reporting around COVID funding; and
- Social distancing and work from home policies made it difficult to continue serving constituents in the same way as before the pandemic.

1.2 Scope

Not every disaster event will require substantial recovery operations. Smaller events that cause limited impact to people or property will require swift, organized response and short-term recovery actions, but may not require a substantial or sustained recovery effort. Major disasters involve a protracted period of transition toward long-term recovery over months and years, with each phase requiring sustained, coordinated action across government entities. The level of effort required for response or recovery depends entirely on the severity and context of a given disaster event.

The scope of this Plan focuses on presidentially declared disasters[8] necessitating years-long reconstruction efforts to restore and revitalize impacted communities on O‘ahu requiring dedicated resources and sustained non-routine coordination among City agencies and community stakeholders. Generally, disasters that would necessitate the use of this Plan are those whose impacts would require additional federal support and resources, beyond FEMA’s more immediate response and recovery programs, to implement long-term programs to address unmet recovery needs.

[8] Section 5 explains the process for how a destructive event becomes a major disaster by way of a presidential declaration

1.2.1 MISSION STATEMENT

To monitor successful implementation of the Plan, a mission statement was developed in collaboration with the Community Advisory Group.

> "The Long-Term Disaster Recovery Plan provides a framework for an organized and equitable disaster recovery on Oʻahu, while protecting and enhancing the ʻāina and our communities. It enables the City, other agencies, organizations, and community members to achieve an efficient, culturally appropriate, and collaborative recovery to ensure the whole community's needs are met and no one is left behind. This will empower us to learn from the past and build back stronger for a more resilient Oʻahu."

The mission statement should also guide future updates to the Plan and may be refined or updated based on future community and City engagement.

1.3 Relationship to Other Plans

The transition from disaster response to recovery is gradual, with many initial recovery activities occurring currently with response. This overlapping and co-dependent relationship between response and recovery requires a cohesive and coordinated approach. This Plan provides a framework and guidance for processes and activities that accelerate as response and short-term recovery tapers off, but requires sustained coordination with those entities and departments responsible for preceding phases.

The Long-term Disaster Recovery Framework proposed in the Plan will be operationalized as an annex of the HNL-CEMP. The HNL-CEMP is the foundational document for the City's emergency management program. It creates the framework for how the City will conduct comprehensive emergency management and ensure maximum integration of disaster preparedness, response, recovery and mitigation efforts among City departments and essential non-governmental agencies and organizations. The DEM is charged by state law with performing emergency management functions.

The Plan is informed by FEMA's *National Disaster Recovery Framework* (NDRF). [9] The NDRF describes principles, processes and capabilities essential for all communities to more effectively manage and enable recovery following a disaster event. This includes defining how the whole community will collaborate and coordinate. One of the guiding principles of the NDRF is the understanding that disaster impacts are local impacts. Key concepts from the NDRF have been incorporated into the Plan to ensure alignment, but adapted to more effectively address the Oʻahu's recovery needs.

Due to the focus on long-term disaster recovery, the Plan is informed by the Housing and Urban Development (HUD) Community Development Block Grant –Disaster Recovery Program toolkit.[10] The toolkit provides resources on how communities can best prepare and steps to take upon

[9] FEMA. (2011). National Disaster Recovery Framework. Available at: https://www.fema.gov/pdf/recoveryframework/ndrf.pdf.

[10] HUD. CDBG-DR Program Toolkit. Available at: https://www.hudexchange.info/programs/cdbg-dr/toolkits/program-launch/#operations.

receipt of this federal program. The Plan also incorporates guidance and best practices from cities, counties, and states across the U.S. that have navigated the long-term recovery process.

1.4 How to Use the Plan

The City recognizes disaster impacts occur on a local scale, so recovery must be organized accordingly. This Plan integrates best practices of long-term disaster recovery with the socioeconomic, cultural, and governmental structures unique to the island of O‘ahu. Given the expansive nature of long-term disaster recovery, this Plan is broken into five key sections:

1. **Planning Process (Section 2).** This section provides background information on the project, outlines the Plan’s stakeholder engagement process, and explains what long-term disaster recovery is.
2. **Long-term Disaster Recovery Framework (Section 3)**. This section details the City’s Long-term Recovery Governance Structure, Roles and Responsibilities for City Departments, and Recovery Action Areas to organize recovery efforts.
3. **Long-term Recovery Stakeholder Engagement Framework (Section 4)**. This section details different engagement strategies and approaches the City can use for an inclusive, community-informed, and transparent recovery after a disaster event.
4. **Disaster Recovery Funding and Resources (Section 5)**. This section details the variety of federal funding resources potentially available after a disaster and how the City can leverage them to improve recovery outcomes.
5. **Plan Maintenance and Evaluation (Section 6)**. This section provides guidance on regularly updating and re-evaluating after implementing the Plan.

SECTION 2

Planning Process

2 Planning Process

In 2019, the City adopted the *Ola O'ahu Resilience Strategy* (Resilience Strategy). The Resilience Strategy is a community-driven plan to ensure the island's future is vibrant, livable, and resilient and residents are able to thrive. The Strategy identifies four key pillars and 44 actions, including policies, programs, and projects, aimed at increasing local economic self-sufficiency and addressing the impact of the climate crisis on O'ahu residents.

One of the four pillars is "Pillar II. Bouncing Forward," or fostering resilience in the wake of a natural disaster.[11] Pillar II identifies "Successful Disaster Recovery" as a primary goal and proposes a suite of supporting actions, including *Action 19: "Develop and Implement a Long-term Disaster Recovery Plan for O'ahu.*" This Plan is the culmination of Action 19 and is intended to complement and strengthen the other goals and actions set forth in the Resilience Strategy.

While a basic goal of recovery is to bounce back after a disaster, our primary goal should be to "bounce forward," as envisioned in Action 19. Building back better and stronger after a disaster requires an established long-term disaster recovery plan with a clear vision, broad community support, effective partnerships at the federal, state, and local levels and strong collaboration with emergency response planning.

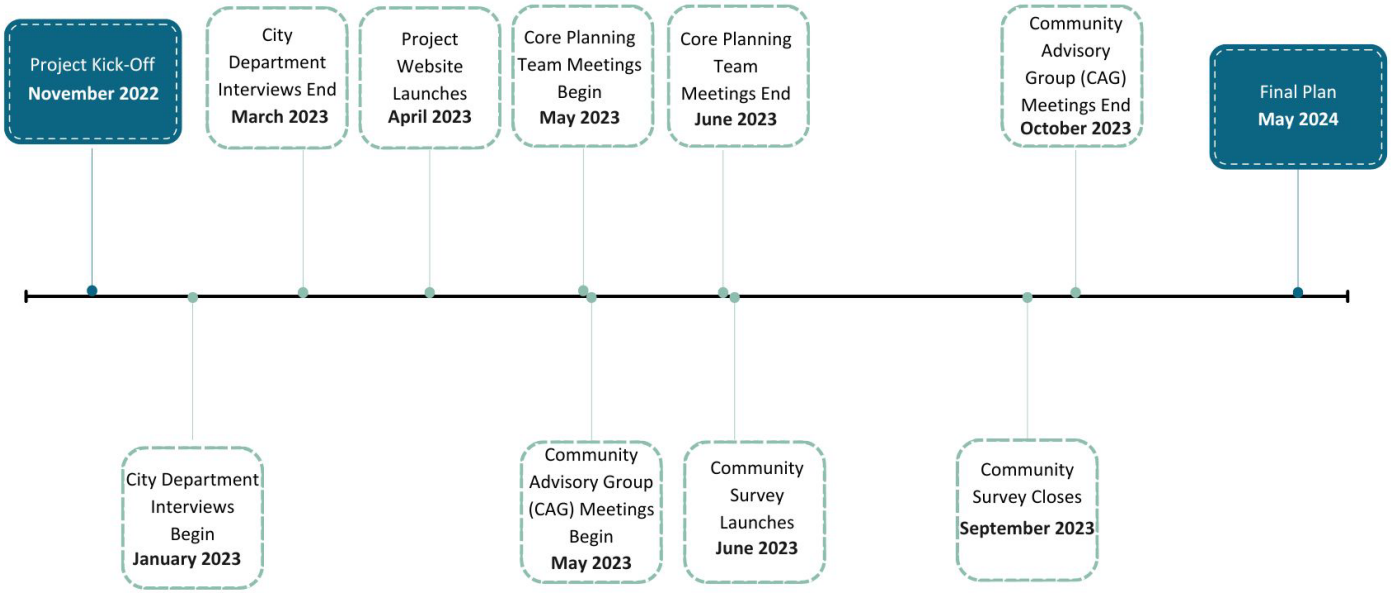
2.1 Stakeholder Engagement

Stakeholder participation, input, and buy-in are critical for a feasible and equitable recovery plan that meets the needs of O'ahu's communities. Recognizing this, the City developed the Plan through extensive consultation, discussion, and workshops with City government departments, community-based organizations, and recovery stakeholders.

As shown in Figure 1, the stakeholder engagement process began in January 2023 and continued through December of that year. The process included developing a Core Planning Team composed of local, state and federal agencies and a Community Advisory Group composed of a diverse group of community stakeholders. For a complete list of organizations, agencies and departments involved, please see Acknowledgements.

[11] Office of Climate Change, Sustainability, and Resiliency. O'ahu Resilience Strategy 2019. Available at: https://www.resilientoahu.org/resilience-strategy.

Figure 1: Stakeholder Engagement Timeline



The Core Planning Team (CPT) consisted of 21 City and state government entities with experience or expertise in disaster response and recovery on Oʻahu, and entities likely to be involved in managing future disaster scenarios. Throughout the planning process the CPT met twice, as shown in Figure 1. Meeting 1 focused on Plan development and securing commitment to Roles and Responsibilities; while Meeting 2 focused on exploring potential federal funding opportunities. Other general topics discussed at CPT meetings were disaster recovery concepts, funding mechanisms, and governance structures. The discussions contributed valuable insights into the overall Plan strategy.

The Community Advisory Group (CAG) included representatives from Oʻahu's local nonprofit service and advocacy organizations, communities, and neighborhoods with a substantial role in response and recovery activities following disaster events, or those susceptible to disproportionate impacts from disasters. With a total of 59 members participating in one or more meetings, the CAG served as a key conduit for community input. Their primary functions included representing the communities they serve and disseminating information about the Plan.

The CAG played a vital role in the engagement process by refining the mission statement, developing the Plan's guiding principles crucial for post-disaster decision making, and informing the objectives and potential programs/projects within the Recovery Action Areas. Additionally, the CAG actively assisted in identifying potential community support organizations within the Recovery Action Areas. More details on the CAGs involvement and contributions can be found in Appendix C.

The public engagement phase involved a public-facing website, social media updates, attendance at community-sponsored disaster preparedness events, and a community-wide survey. The community-wide survey was opened at the end of June and closed in September 2023, and was offered in both online and paper formats. A total of 274 responses were

received. The survey served as a vital tool for gathering input from the community regarding concerns related to disasters and potential roles of the City and state during long-term recovery.

Figure 2: Community Survey Response Themes

2.2 What is Long-term Disaster Recovery?

As shown in Figure 3: Disaster Management Continuum and described in the Definitions section, each phase of the disaster management continuum supports and depends upon the others. The disaster management continuum highlights the reality for communities facing significant and widespread disaster impacts: preparedness, response and recovery are not and cannot be separate and sequential efforts. [12] Instead, the recovery process is best described as a sequence

[12] National Disaster Recovery Framework, Second Edition 2016. Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

of interdependent and often concurrent activities that progressively advance a community towards their planned recovery outcomes.

Generally, **preparedness** includes any pre-disaster activities that enable governments and communities to respond efficiently and effectively to a disaster event. **Disaster response and relief** activities focus on preserving the lives and safety of impacted residents; restoring essential services and critical infrastructure after a disaster; preventing or reducing damage to property and infrastructure; and alleviating immediate physical, economic, and psychological effects of a disaster.

Recovery activities begin during and after initial response and include short and long-term phases focused on restoring the built, economic, social, cultural and natural environment in ways that prevent or mitigate (reduce) impacts from future disasters.[13] This process is not linear. It is a cycle of analyzing impacts, assessing needs, developing recovery activities and implementing them.

Short-term disaster recovery focuses on stabilizing a post-disaster situation, ensuring the safety of survivors and helping people return to something resembling their 'normal' lives. **Long-term disaster recovery** begins months or years after a major disaster is declared, and ramps up as response, relief, and short-term funding and activities taper off. Long-term recovery activities may include:

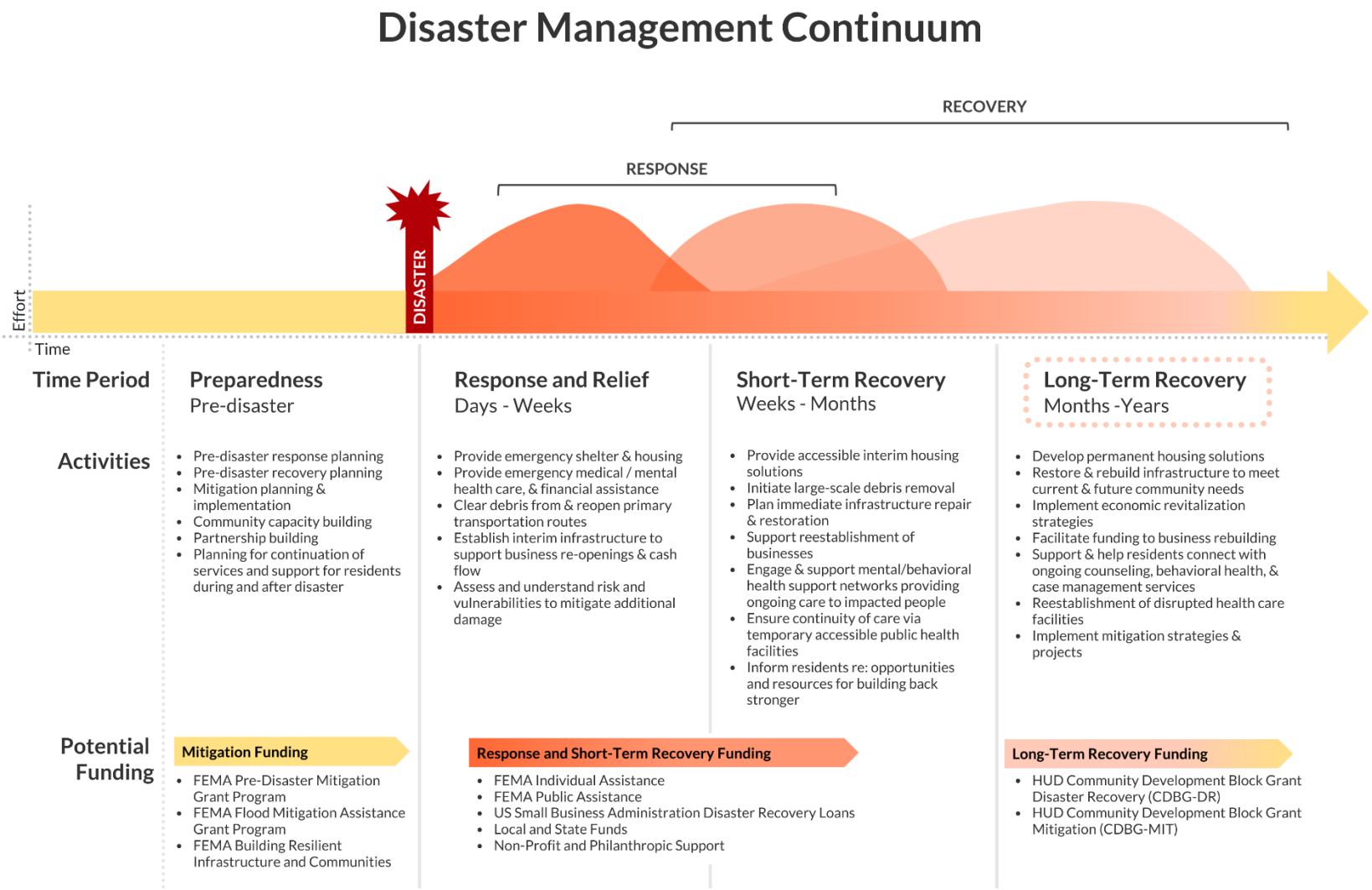
- Rebuilding and redeveloping housing and public infrastructure;
- Long-term financial assistance for households, businesses, and local governments;
- Economic and workforce development programs;
- Restoring natural and cultural resources;
- Redesign of local codes and ordinances to mitigate damage from future events; and
- Community development initiatives. [14]

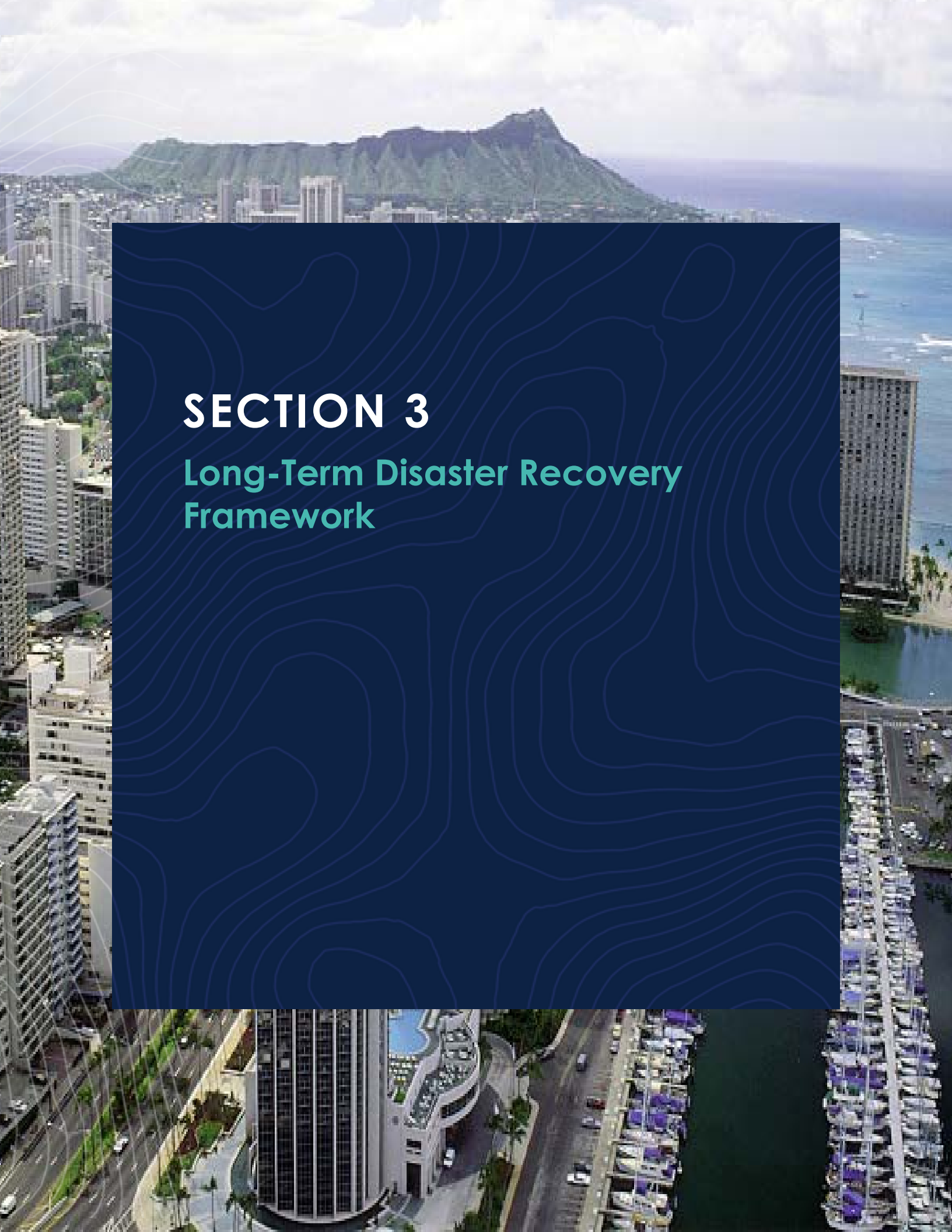
Long-term recovery then transitions back into preparedness efforts as plans and strategies are updated to improve response and recovery from future disasters.

[13] A major disaster is defined by 42 U.S. Code § 5122. See Definitions section for the full definition.

[14] FEMA. (2011). National Disaster Recovery Framework. Available at: https://www.fema.gov/pdf/recoveryframework/ndrf.pdf.

Figure 3: Disaster Management Continuum





SECTION 3

Long-Term Disaster Recovery Framework

3 Long-Term Disaster Recovery Framework

3.1 Overview

The Long-Term Disaster Recovery Framework (Framework) presented here provides a roadmap for the City and identifies partnerships to leverage disaster recovery resources in the months and years after a disaster. The Framework takes guidance from national best practices developed by FEMA and HUD. The Framework was designed to align with the following values:

1. **Local Leadership and Primacy**: This Framework builds on the City's existing recovery strategies, networks, and capacities for local decision making.
2. **Flexibility and Scalability**: The Framework can and should be adapted to each unique event and specific needs of impacted households and communities. Some severe disasters might require full participation of City staff and resources, while other events may focus on a particular sector like housing, social services, or infrastructure restoration.
3. **Community Focus**: Stakeholder and community engagement informed all stages of Plan development to craft an equitable, culturally appropriate Framework prioritizing community voices in recovery.

The Framework is comprised of two primary interrelated components: the Long-term Recovery Governance Structure and Recovery Actions Areas.

The **Long-term Recovery Governance Structure** is an organizational guide showcasing a leadership and management structure for City recovery roles and communication to carry out long-term disaster recovery operations. It is designed to help the City facilitate efficient collaboration and community-informed decision-making after a major disaster and consists of Recovery Leadership and Recovery Management Teams.

- **Recovery Leadership** leads the coordination of long-term recovery efforts and consists of the Mayor, Managing Director, Cabinet Members and Local Disaster Recovery Coordinator
- **Recovery Management Teams** oversee day-to-day management and implementation of long-term recovery programs and consists of City department staff, including temporary contract support.

LOCAL PRECEDENT: MAUI COUNTY RECOVERY FRAMEWORK

In response to the Maui wildfires, Maui County published the Maui County Recovery Framework in late 2023. The framework identifies new recovery roles, like a Local Recovery Manager. Maui's Framework formalizes an organizational structure very similar to the governance model proposed in this Plan, and further centralizes recovery management and implementation by establishing a local Office of Recovery.

The **Recovery Action Areas (RAAs)** act as foundational building blocks for long-term disaster recovery and the lenses through which the City makes decisions, plans long-term recovery processes and programs, and organizes staffing and resources. They do not represent a formal structure or official assignment of duties. There are six RAAs:

1) Housing Recovery;
2) Health, Social Services, and Education;
3) Infrastructure and Transportation;
4) Economic Recovery;
5) Natural and Cultural Resources; and
6) Community Planning and Capacity Building.

The Framework was developed in close consultation with City leadership and departments, and informed by community engagement efforts with local community organizations (see Appendix C: Stakeholder Engagement and Findings).

3.2 Long-term Recovery Guiding Principles

The guiding principles were created in collaboration with City and community stakeholders during development of the Framework, and should serve as a cornerstone during Plan implementation and post-disaster stakeholder engagement.

1. Implement frameworks to enable learning from disaster events and improve practices.

Through documentation of lessons learned, communities can identify strengths and weaknesses in their disaster response and recovery efforts and set objectives for improvement. Actions taken to learn from disasters enhance disaster preparedness and recovery strategies, reduce disaster impacts, and contribute to more effective long-term disaster recovery from future events.

2. Prioritize community resilience in all recovery actions, emphasizing long-term resilience over speedy recovery.

While quick recovery is important, it should not compromise the well-being and sustainability of the community in the long run. By prioritizing resilience, recovery efforts aim to build durable infrastructures, promote social cohesion, and foster adaptive capacities enabling communities to withstand future disasters and challenges.

3. Offer fair and balanced support to all community members while respecting distinct cultural values.

Long-term disaster recovery must be inclusive and considerate of the diverse needs and cultural values present within a community. Provide equitable support and resources to all individuals affected by the disaster, ensuring that vulnerable populations are not left behind. Prioritize frontline communities and build on the capacities and abilities of communities that already make

them resilient. By acknowledging and respecting cultural values, recovery efforts will be more effective in engaging and empowering community members in the rebuilding process.

4. **Foster open communication and information sharing with organizations involved in recovery efforts.**

Maintain open communication between government agencies, nonprofit organizations, community groups, and other entities involved in the recovery process. By sharing information and resources, these organizations can optimize their efforts, avoid duplication, and create a more unified and efficient recovery strategy.

5. **Prioritize the protection and enhancement of the ʻāina as a fundamental strategy for long-term recovery and resilience.**

Prioritize the preservation and restoration of natural resources as a central strategy for ensuring the resilience and sustainability of the community over time. This includes restoring the food systems and ecosystem services upon which the communities of Oʻahu depend.

6. **Utilize collaborative partnerships with community-based organizations, faith-based institutions, medical professionals, and social service agencies.**

Collaborative partnerships bring diverse expertise, resources, and perspectives to recovery efforts, leading to more holistic and comprehensive solutions that address various aspects of community well-being and recovery.

3.3 Implementing the Long-term Disaster Recovery Framework

The City is responsible for the safety and well-being of the public and will commit all available resources to protect lives, minimize injury to persons, and limit damage to critical infrastructure, property, and the environment. The governance and recovery management structures proposed in the Framework are meant to facilitate the transition of City activities from emergency response and short-term recovery activities coordinated by the Emergency Operations Center to the long-term recovery structure under a Local Disaster Recovery Coordinator.

Not every disaster event will require substantial recovery operations and the community impact and needs may take time to clarify. The level of activation of the Framework will be determined by the scale and scope of the disaster, the immediate and long-term needs of the community, and recovery priorities of the City and community. The determination to implement the Framework will be made by the Mayor, with input from the Managing Director, DEM Director and Cabinet Members. **Ultimately, the Mayor has the authority to implement applicable parts of the Framework at any time a disaster is imminent or has occurred.**

Generally, disasters necessitating the use of this Plan are those whose impacts would require additional federal support and resources, beyond FEMA's more immediate response and recovery programs, to implement long-term programs to address unmet recovery needs. These are events where redevelopment and revitalization of affected communities may require months or years of dedicated, non-routine, and sustained support by City agencies. The Framework will not likely be implemented for smaller scale incidents where the recovery phase will be brief and full restoration requires regular City processes, see Section 1.2 for more details.

3.3.1 Implementation Procedure

Once the Mayor determines implementation of the Framework is necessary, the Mayor and Recovery Leadership will take the following actions:

1. Review the Recovery Framework and update if necessary;
2. Identify the Local Disaster Recovery Coordinator (LDRC);
3. Assess internal capacity based on disaster severity;
4. Identify the level of effort and activation needed for each RAA;
5. Prepare to reassign or augment staff; and
6. Identify gaps or challenges in communication for decision making.

3.4 Long-term Recovery Governance Structure

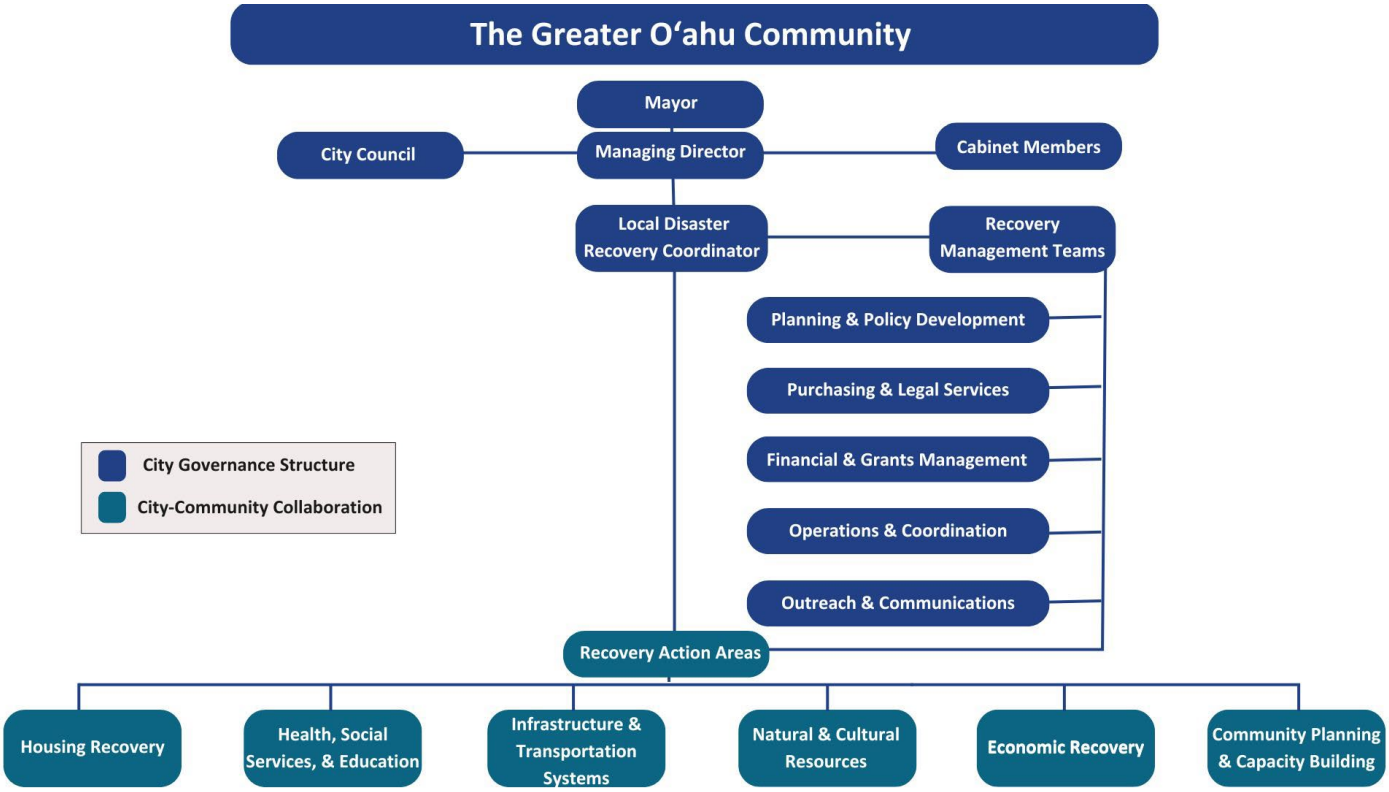
The core of well-organized disaster recovery is a formalized Long-term Recovery Governance Structure to organize the City's long-term recovery operations and facilitate efficient inter-agency collaboration and community-informed decision making. Local governance structures are designed to build upon, connect, and leverage existing government entities and non-governmental organizations, not to

supersede or supplant existing processes. They reflect local culture, values, norms, and laws. A governance structure should:

- Clearly describe critical processes and decision points;
- Identify decision-makers;
- Assign roles and responsibilities to individual roles, teams, and entities; and
- Illustrate channels of communication within organizational hierarchies.

Every disaster presents its own unique challenges, so the recovery governance structure is not prescriptive. The Long-term Recovery Governance Structure, shown in Figure 4, provides a model that can be scaled up, down or modified as needed for each event. When the Framework is required, the Mayor will determine how the governance structure is implemented based on the disaster event.

Figure 4: City Long-term Recovery Governance Structure



3.4.1 Roles and Responsibilities

The Roles and Responsibilities described in this section correspond to the Disaster Recovery Governance Structure and are based on recommendations from the NDRF and consultation with City departments. They describe critical responsibilities of each role or team and propose which departments may be best positioned to lead, coordinate, and/or support those responsibilities. The roles and responsibilities of

each position and Recovery Management Team are idealized and based on the full extent of potential long-term recovery actions. They are not prescriptive.

Responsibilities may scale up or down depending on the type and severity of disaster impacts, needs of impacted communities, and available staff capacity and expertise. While Recovery Leadership and some Recovery Management Teams may begin working during short-term recovery to lay the foundation for long-term recovery operations, other roles or teams may be convened on an as-needed basis, in an advisory role, during key recovery milestones, or not at all. Recovery Management Teams may gain or lose member departments as the recovery process progresses based on Recovery Leadership guidance and community needs.

3.4.2 Recovery Leadership

3.4.2.1 Mayor and Managing Director

Under HRS §127A-13(b) of the Hawai‘i Revised Statutes (HRS), the Mayor of the City and County of Honolulu serves as the preeminent authority over decision-making, allocation of resources, and implementation of activities during disaster response and recovery, including long-term recovery. [15] Under the Revised Charter of the City and County of Honolulu §6-101, the Managing Director (MD) serves as the principal management aide of the Mayor.

The Mayor has a wide range of powers during the emergency period, including the authority to prepare for, respond to, and request state and federal assistance for emergencies. As disaster response activities transition into mid- and long-term recovery activities, the Mayor or MD may direct recovery operations through coordination with federal support agencies, the state, the City Recovery Governance Structure, and non-governmental partners.

Responsibilities:

- Determines when to implement the Long-term Recovery Framework and how the governance structure will be organized and resourced;
- Appoints additional staff for the management and coordination of long-term recovery, like the Local Disaster Recovery Coordinator (LDRC);
- Identifies community priorities and approves plans for spending federal recovery funding;
- Engages the state and federal government to request additional long-term assistance;
- Communicates with officials from state and federal government, and private organizations administering long-term recovery programs or funding;
- Oversees and engages with Cabinet Members, City Council, state legislature and congressional delegation on long-term recovery program implementation, progress, and legislative support;
- Establishes and enforces policies and regulations supporting long-term recovery activities; and

[15] Hawai‘i Revised Statutes. Section HRS §127A-13(b)

- Provides ongoing leadership, strategic direction, and oversight throughout the recovery process.

3.4.2.2 Cabinet Members

The Cabinet Members group is consistent with the Executive Policy Group described in the HNL-CEMP. This group is established at the discretion of the Mayor during larger disasters to provide strategic input into response and long-term recovery. It consists of City department directors with a significant role in ongoing operations, which evolves throughout response and recovery based on recovery needs.

Responsibilities:

- Advises the Mayor and MD on implementing the Long-term Disaster Recovery Framework;
- Assesses staff capacity and assigns participation in Recovery Management Teams; and
- Provides Mayor and MD high-level input on long-term recovery needs.

3.4.2.3 City Council

The City Council, which consists of nine elected councilmembers, is responsible for serving and advancing the general welfare, health, happiness, and safety of the land and communities of O‘ahu. City Council will work with the Mayor and MD to support general advancement, efficiency and equity of long-term recovery outcomes.

Responsibilities:

- Work with the Mayor, MD and Cabinet Members to address unmet community needs;
- Work with the Mayor and MD to enact ordinances and adopt resolutions supporting long-term recovery efforts;
- Advocate for constituent priorities and facilitate outreach to keep the community informed and engaged throughout the recovery process; and

3.4.2.4 Local Disaster Recovery Coordinator

Dedicated and experienced leadership is crucial to managing long-term recovery. The Mayor may appoint a **Local Disaster Recovery Coordinator (LDRC)** to lead recovery implementation and management any time after a disaster event or earlier if a large-scale disaster event is imminent. The LDRC is a position recommended by FEMA in the NDRF to lead and manage recovery at the local level.[16]

The LDRC is a new Role and could serve full-time during disaster recovery, depending on the event. It may be filled by an existing City employee or someone hired specifically to manage or coordinate island-wide disaster recovery. If appropriate, the LDRC role may be expanded to a Long-term Recovery Coordination Team filled by two or more individuals experienced with local government and communities, disaster recovery, and state and federal assistance.

[16] U.S. Department of Homeland Security. (2016). National Disaster Recovery Framework. Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

The structure and authority of this role will ultimately be determined by the Mayor, with input from the MD and Cabinet Members. The LDRC is not meant to supersede the authority of City departments or centralize management of recovery activities. Designating a LDRC acknowledges the complexity of disaster recovery across multiple government entities and community organizations, and allows the City to choose a leadership structure supporting recovery goals and programs across decentralized implementation departments.

Responsibilities:

- Coordination, oversight and accountability of the Recovery Management Teams;
- Recovery decision-making;
- Communicating and managing local recovery priorities;
- Reporting recovery needs, progress, and challenges to the MD;
- Ensuring coordination and efficiency among various City departments and non-governmental partners;
- Managing Recovery Action Areas to ensure an equitable community recovery process; and
- Additional hiring or contractual staff augmentation required throughout long-term recovery.

3.4.3 Recovery Management Teams (RMT)

The Recovery Management Teams (RMTs), with direction from the Recovery Leadership, are responsible for the implementation and day-to-day management of long-term recovery activities. This includes interfacing with residents and recovery beneficiaries, delivering services and programs, disbursing funds and resources to City departments and non-governmental organizations, and managing recovery projects. Organizing resources, staff, and expertise into RMTs helps Recovery Leadership ensure all critical recovery responsibilities are assigned.

There are five RMTs proposed for the City:

1. **Planning & Policy Development**
2. **Purchasing & Legal Services**
3. **Financial & Grants Management**
4. **Operations & Coordination**
5. **Outreach & Communications**

The Mayor, with input from the MD, LDRC and Cabinet Members, will determine which RMTs to stand up and designate lead and supporting departments and agencies. The Mayor may adjust and customize the RMT structures to best manage long-term recovery needs.

The RMTs are composed primarily of existing City departments and staff, partner organizations and entities, and may be supplemented with additional hires, contractors, and/or consultants. Involvement by City departments and external partners may scale up or down depending on the type and scope of the disaster and during different phases of the recovery process.

There may be an initial period of transition where ongoing activities under the incident management structure in the HNL-CEMP shift to the RMTs. The EOC Director and LDRC will work with designated lead

agencies to plan for an organized transition. As long-term recovery progresses, departments may be tasked with joining or leaving a RMT based on recovery needs. The LDRC and RMTs will work with City Leadership in making these determinations.

3.4.3.1 Connection to RAAs

Successful implementation of the RAAs demands an engaged and responsive partnership between RMTs and community organizations across O‘ahu. RMTs will rely on the community knowledge and cultural expertise of local nonprofits, community leaders, and other community and service organizations to ensure recovery activities are reflective of the needs and priorities of the community.

RAAs require that Recovery Leadership and RMTs are planning and implementing recovery activities holistically, with consideration towards housing, health and social services, infrastructure, economic recovery, natural and cultural resources, and community planning and capacity building. Each RMT will need to consider and incorporate these topical areas into their recovery activities.

3.4.3.2 Roles and Responsibilities

Each RMT is broken down into responsibilities, potential participating departments, existing expertise and capacity, priority implementation activities and resources for the activities. All City departments identified in a RMT are responsible for reviewing their roles and responsibilities during Plan maintenance and revising based on any pre- or post-disaster progress, new City policies, procedures, and/or regulations, or at the direction of Recovery Leadership.

Responsibilities

Responsibilities were identified based on existing disaster recovery research, past disaster recovery efforts in other jurisdictions, activities required for federal funding for long-term recovery, and consultation with City departments, community organizations, and residents.

Potential Departments

Departments listed under each RMT are those with the existing skills or expertise to successfully carry out assigned recovery responsibilities. Departments assigned to a RMT may be designated as lead, secondary, and/or support departments. City department representatives identified the staffing capacity, expertise, and intra-governmental partnerships most critical to launching recovery programs and assigned roles and responsibilities to each RMT accordingly.

Existing Expertise and Capacity

RMT responsibilities are not novel or out of scope for proposed departments. For each responsibility and implementation activity identified, there is existing expertise at the City that can be leveraged to streamline new recovery activities.

Priority Implementation activities

Each RMT is responsible for carrying out post-disaster recovery and resilience activities. However, there are activities the teams can take before a disaster and during the transition from short-to long-term

recovery to improve disaster response outcomes provided in Appendix B. RMT members will need to coordinate to develop a comprehensive workflow for recovery responsibilities.

Resources

RMTs should leverage existing resources to ensure activities are implemented and managed appropriately. The tables provided for each RMT include relevant references and links to resources that can be used to plan and implement recovery activities. These resources are not exhaustive, but provide a starting point for foundational development of long-term recovery responsibilities and considerations.

3.4.3.3 Planning and Policy Development

The Planning and Policy Development RMT supports recovery efforts through regulatory, policy, and land use guidance. This RMT is responsible for leading community impact assessments required for long-term recovery assistance. They support developing recovery goals and objectives informed by the disaster event, community needs and input, and existing City plans and priorities. Additionally, the Planning and Policy Development RMT provides guidance and technical assistance on City programs and projects to ensure compliance with local, state, and federal requirements and regulations. Figure 5 provides an overview of the Responsibilities and potential City departments that may be part of the Planning and Policy Development RMT.

After initial data gathering, analysis, and planning activities are complete, the Planning and Policy Development RMT continues to serve as an advisory and oversight resource to Recovery Leadership and Recovery Management Teams. This Team maintains up-to-date working knowledge of all local, state, and federal laws, regulations, and requirements critical to compliant implementation of recovery services, programs, and projects.

Figure 5: Planning and Policy Development RMT Departments and Responsibilities

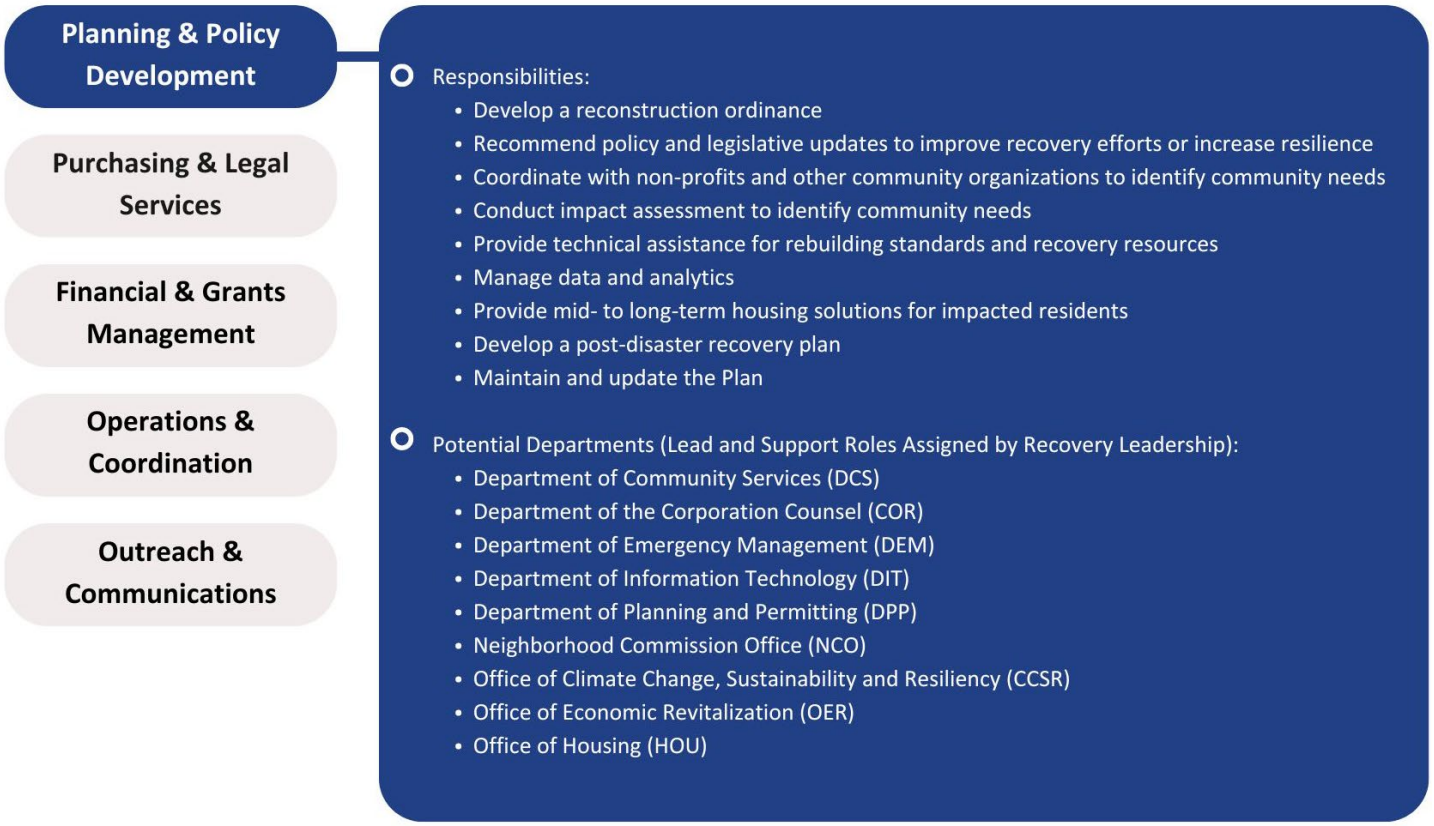


Table 1 provides a list of activities the Planning and Policy Development RMT can take during long-term recovery. Appendix B provides activities the RMT can take before an event occurs to reduce disaster

impacts and during the transition between short- and -long-term recovery phases to improve recovery outcomes.

Table 1: Planning and Policy Development RMT Priority Implementation Activities

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Long-Term Post-Disaster Activities			
Develop a post-disaster recovery plan: A post-disaster recovery plan outlines long-term recovery priorities, tracks implementation activities and status, and identifies updates to recovery or mitigation priorities based on recent changes. Findings from the post-disaster recovery plan will inform continuous improvement updates to the Framework.	• Plan development (DPP, DEM, CCSR) • Community engagement (CCSR, DPP, DCS, OER, NCO)	• Evaluate short- and mid-term recovery progress and identify challenges and unmet needs; • Identify successes and strategies for improvement in a future recovery effort; and • Regularly assess and improve upon recovery policies and procedures.	• Policies for Guiding Planning for Post-Disaster Recovery and Reconstruction, American Planning Association[17] • Achieving Equitable Recovery: A Post Disaster Guide for Local Officials, FEMA[18]
Maintain and update the Plan: As with other City planning documents, the Plan will need to	• Plan review and updates (DPP, DEM, CCSR)	• Coordinate annual continuous improvement	• Measuring Success in Recovery, American Planning Association[19]

[17] American Planning Association. (2005). Policies for Guiding Planning for Post-Disaster Recovery and Reconstruction. Available at: https://www.fema.gov/pdf/rebuild/ltrc/fema_apa_ch3.pdf.

[18] FEMA. (2023). Achieving Equitable Recovery: A Post-Disaster Guide for Local Officials. Available at: https://www.fema.gov/sites/default/files/documents/fema_achieving-equitable-recovery-a-post-disaster-guide-local-officials-draft.pdf.

[19] American Planning Association. Measuring Success in Recovery. Available at: https://www.planning.org/publications/document/9139458/.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
be revisited and updated on a regular basis. Ideally, to coincide with the update of the City's Local Hazard Mitigation Plan. Plan updates must align with the General Plan and Development Plans. See Section 6 Plan Maintenance and Evaluation for further guidance.	• Public review processes (DPP, DEM, CCSR, NCO) • Plan adoption processes (DPP, DEM, CCSR, NCO)	meeting with RMTs and leadership. • Regularly engage with government, non-government, and community stakeholders to assess disaster impact and recovery progress and identify new or changing priorities; • Track recovery progress; • Conduct RMT capacity assessment; and • Incorporate updates to the governance structure and recovery functions into the Plan.	

3.4.3.4 Purchasing and Legal Services

The Purchasing and Legal Services RMT supports recovery efforts through compliant procurement, contract management and legal counsel. The RMT is responsible for the efficient, compliant, and expedited selection and procurement of disaster recovery contractors, goods, and services through long-term recovery. They assist with fiscal and legal support for contract management of recovery projects and programs by interpreting the City's charter, state, and federal laws and regulations; and serve as legal and contractual advisor when the City obligates funding, designs programs, and creates partnerships with external organizations. This RMT manages and advises on any litigation stemming from or related to recovery activities. Figure 6 provides an overview of the Responsibilities and potential City departments that may be part of the Purchasing and Legal Services RMT.

LONG-TERM RECOVERY PROCUREMENT

HRS §127A-13 states "during an emergency declaration, procurement and other statutory procedures may be waived to expedite the acquisition of goods and services." Emergency procurement and statutory procedures revert to steady state/non-disaster frameworks once the emergency period has ended. This statute addresses the need for expedited procurement and contracting during the emergency period immediately following a disaster, but the long-term recovery period and its procurement and contracting activities begin long after an emergency declaration period has concluded.

Procurement, contract management, and legal issues are often cited as the most frequent cause of significant delays to disaster recovery efforts.[20] Delays can occur when contracts are not awarded promptly causing resource shortages and bottlenecks in critical supplies and services. Additionally, disputes over contract terms, pricing, or delivery schedules can further hinder progress. Poorly managed procurement can result in inefficiencies, misallocation of resources, and even corruption. All resulting in a significantly slower recovery process, prolonging the suffering of affected communities and undermining public trust. Establishing a knowledgeable, experienced, and heavily involved Purchasing and Legal Services RMT composed of existing City staff, new hires, and/or subject matter expert consultants is crucial to an efficient and compliant launch of recovery activities.

Critical procurement responsibilities include:

- Ensure all supplies, materials, services, and equipment are procured in compliance with applicable local, state, and federal requirements and in a manner that encourages full and open competition and avoids fraud, waste, and abuse;

[20] Housing Recovery and CDBG-DR. Available at: https://www.urban.org/research/publication/housing-recovery-and-cdbg-dr.

- Develop and maintain detailed contract management and procurement policies and procedures compliant with federal, state, and local rules and regulations;
- Ensure all RMTs and recovery program staff are informed on procurement requirements, and provide ongoing procurement guidance and technical assistance to recovery staff as needed; and
- Wherever possible, vet and index pre-qualified and pre-positioned contractors and service providers to mitigate delays and prevent avoidable legal challenges.

Critical contract management responsibilities include:

- Verify and document all contracts are awarded for eligible, necessary, and reasonably priced goods and services;
- Establish policies and procedures for creating and managing subrecipient agreements, private entity contracts, and memorandums of understanding with other public agencies;
- Execute grant agreements with local, state, federal, and private entities and ensure grant terms and requirements are communicated across programs;
- Execute subrecipient and contractor agreements that conform to statutory and regulatory requirements; and
- Ensure that all RMTs and recovery program staff are informed on contract terms and requirements and provide ongoing contract management guidance and technical assistance to recovery staff, as needed.

Figure 6: Purchasing and Legal Services RMT Departments and Responsibilities

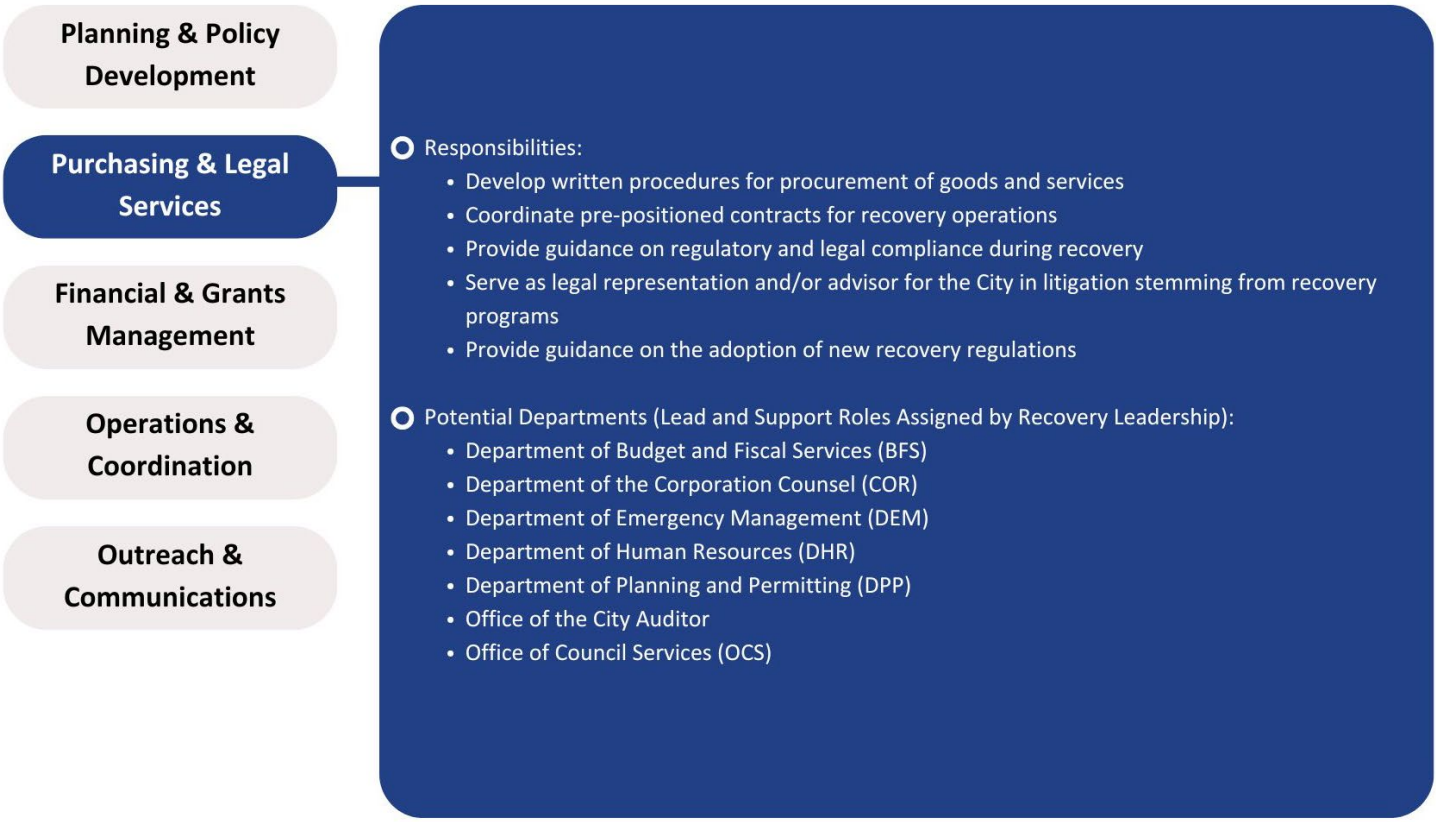


Table 2 provides a list of activities the Purchasing and Legal Services RMT can take during long-term recovery. Appendix B provides activities the RMT can take before an event occurs to reduce disaster impacts and during the transition between short- and -long-term recovery phases to improve recovery outcomes.

Table 2: Purchasing and Legal Services RMT Priority Implementation Activities

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Long-Term Post-Disaster Activities			
Serve as legal representation and/or advisor for the City in litigation stemming from recovery programs, projects or grants: In the event the City must take or respond to legal action related to a recovery program, project or grant.	• Legal advisor and representative (COR)	• Compile, file, and manage legal proceedings to address instances of fraud, waste, or abuse of recovery resources on behalf of the City; and • Respond to legal complaints or lawsuits filed against the City and pertaining to recovery resources, programs, or projects.	
Provide guidance on the adoption of new recovery regulations: During recovery, the City may identify opportunities for adopting recovery or resilience-related legislation or standards. This RMT advises and provides legal guidance	• Legal and regulatory compliance (COR, OCS, Office of the City Auditor)	• Advise Recovery Leadership on updates to the disaster recovery and disaster reconstruction ordinances; and • Advise on proposed recovery-related	• Adopt a Pre-Event Recovery Ordinance, American Planning Association[21]

[21] American Planning Association. Adopt a Pre-Event Recovery Ordinance. Available at: https://www.planning.org/publications/document/9139474/.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
to Recovery Leadership and other RMTs on the adoption of new regulations.	• Recovery planning and land use expertise (DPP)	legislation or resilience standards.	

3.4.3.5 Financial and Grants Management

The Financial and Grants Management RMT supports recovery through coordinating long-term recovery funding or assistance received by the City and supporting programming and projects tied to this funding. This applies to all local, state, federal, or private long-term recovery funding or assistance, including grants, received by the City – whether for direct implementation or as a pass-through entity. They are also responsible for timely, compliant, and efficient expenditure of recovery funding. While management of and reporting on funds may lie within specific City departments, this RMT is responsible for providing technical assistance and coordination across City departments. Figure 7 provides an overview of the responsibilities and potential City departments that may be part of the Financial and Grants Management RMT.

Managing recovery funding can be difficult and burdensome. Funding types operate on distinct timelines that may overlap or spread apart, creating gaps in services and challenges for implementation and reporting. Recovery funding sources also come with rules about how funds must be spent and reported on, which may include strict eligibility criteria, onerous procurement and contract requirements, and regular documentation of funded activities and expenditures (see Section 5 Disaster Recovery Funding and Resources). Along with local and state resources, long-term disaster recovery funding includes a variety of federal grants from major agencies such as HUD, FEMA, and the U.S. Department of Health and Human Services (HHS). Each of those funding sources requires specialized procedures—and sometimes competitive applications—to receive funding and specific management and compliance policies once received.

Additionally, the City may choose to distribute long-term recovery funding to subrecipients (e.g., nonprofits, foundations, or private sector entities) who use those dollars to manage programs. In a major disaster scenario involving large geographic areas and multi-year recovery efforts, the number of entities receiving recovery grants and assistance and implementing activities can balloon significantly, resulting in multiplying layers of bureaucratic complexity.

This multi-level, multi-pronged approach to implementing and monitoring recovery activities presents opportunities for inefficiencies, errors, and waste. This RMT will need to work with other RMTs to construct centralized and meticulous management and oversight systems for various funding sources.

Figure 7: Financial and Grants Management RMT Departments and Responsibilities

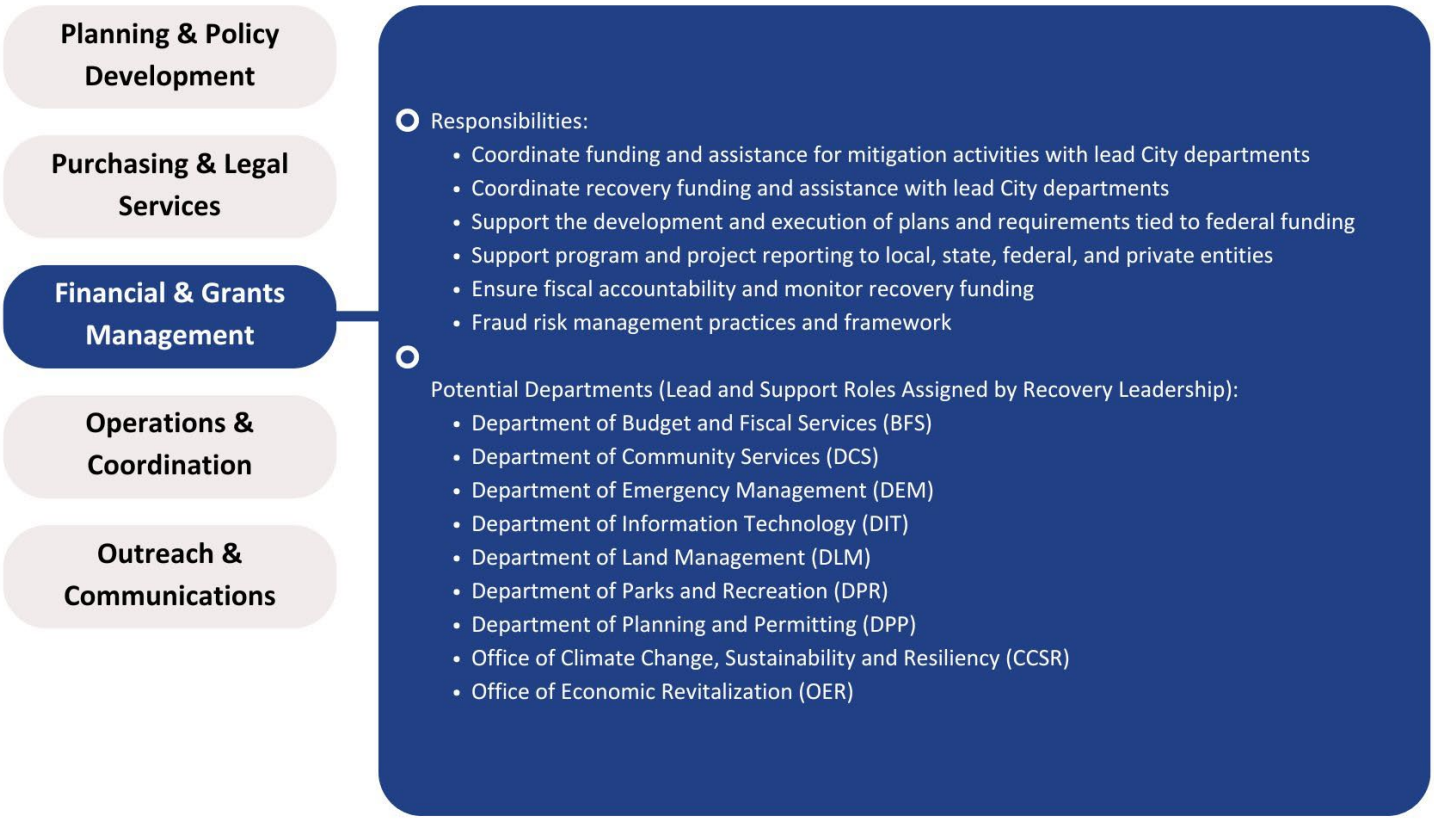


Table 3 provides a list of activities the Financial and Grants RMT can take during long-term recovery. Appendix B provides activities the RMT can take before an event occurs to reduce disaster impacts and during the transition between short- and -long-term recovery phases to improve recovery outcomes.

Table 3: Financial and Grants RMT Priority Implementation Activities

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Long-Term Post-Disaster Activities			
Ensure fiscal accountability and monitor recovery funding: Monitoring and compliance are crucial components of accessing and expending funding during recovery. This RMT is responsible for designing a process for tracking and managing recovery funding to ensure compliance with applicable regulations.	• Budgeting and recordkeeping (BFS) • Managing federal grants resources (BFS, DCS, DEM) • Grants management and tracking (BFS, DIT, DEM)	• Serve as liaison between the City and funding entities (FEMA, HUD, SBA, DHH, etc.) during implementation and closeout period; • Develop workflow for and manage tracking and reporting for federal grants, recovery budget, and timelines; • Provide early education to service providers regarding funding requirements, limitations, and compliance;	• Disaster Recovery Library: Monitoring and Compliance, HUD[22]

[22] HUD Exchange. Disaster Recovery Library: Monitoring and Compliance. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/monitoring/#all-resources.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
		• Coordinate with other RMTs to create a Risk Management Framework to monitor recovery activities for prevention of fraud, waste, and abuse; and • Provide audit support and guidance on reporting requirements to ensure recordkeeping is compliant with state and federal funding requirements, as necessary.	

3.4.3.6 Operations and Coordination

The Operations and Coordination RMT is responsible for designing, implementing, and managing individual disaster recovery activities, including programs, projects, and service provision. This RMT makes recovery activities happen by managing and executing day-to-day implementation of recovery programs, projects, and services. Operations and Coordination encompasses a broad swath of staff and long-term recovery activities and interacts intensively with every other RMT during various stages of recovery.

The size and focus of the Operations and Coordination RMT will expand or contract depending upon funding terms and project timelines. Additionally, the City may augment existing staff with temporary contractors brought on during program ramp-up (intake specialists, procurement reviewers, etc.) or staff hired to provide specific technical expertise (compliance specialists, large-scale infrastructure project managers, etc.). Figure 8 provides an overview of the Responsibilities and potential City departments that may be part of the Operations and Coordination RMT.

Figure 8: Operations and Coordination RMT Departments and Responsibilities

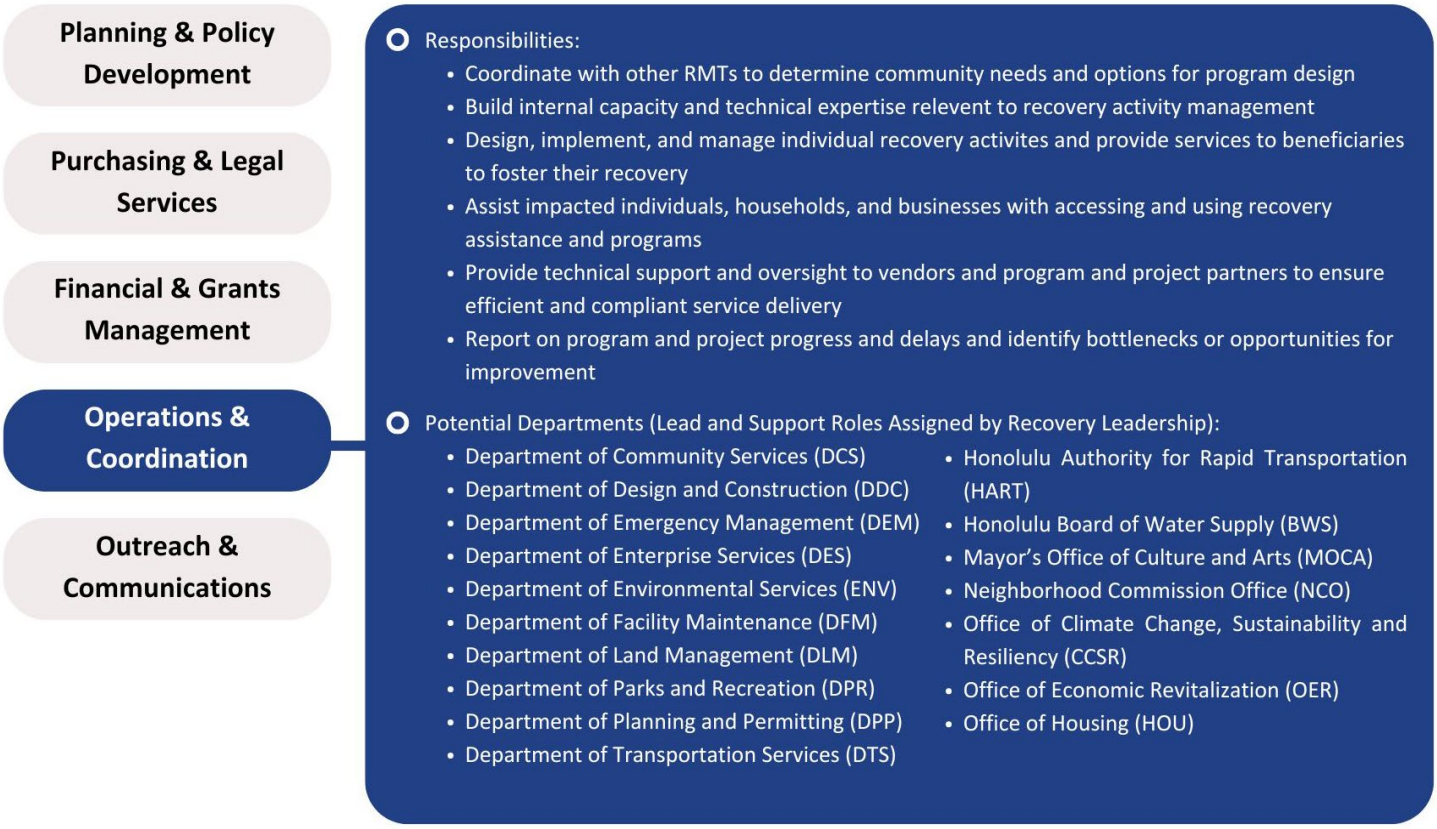


Table 4 provides a list of activities the Operations and Coordination RMT can take during long-term recovery. Appendix B provides activities the RMT can take before an event occurs to reduce disaster impacts and during the transition between short- and -long-term recovery phases to improve recovery outcomes.

Table 4: Operations and Coordination RMT Priority Implementation Activities

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Long-Term Post-Disaster Activities			
Report on program and project progress and delays and identify bottlenecks or opportunities for improvement: This RMT serves as the front line for program implementation and evaluation. As staff manage and support programs and projects on a day-to-day basis, they also receive feedback from beneficiaries and partners and see first-hand how program requirements and parameters interact with local regulations and context (i.e., conflicts between local zoning ordinance and program construction requirements, or project awards being too low to meet local construction costs).	• Program and project development (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HART, BWS) • Project tracking and monitoring (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HOU, HART, BWS)	• Report on program and project progress internally and with subrecipients and partner organizations; • Escalate delays or challenges identified during reporting; and • Propose strategies or alternatives to address delays or bottlenecks in implementation.	

3.4.3.7 Outreach and Communications

Outreach and Communications supports recovery by providing open and transparent communication with the community. This RMT is responsible for engagement with the public and media outlets about disaster impacts, recovery needs, the resources and programs available to eligible households, communities, and businesses, and recovery progress. This team acts as a coordinated public information office dedicated to recovery-specific messaging, consistent and frequent communication with the public, and institutional communication between the City and its governmental and non-governmental partners.

Figure 9 provides an overview of the Responsibilities and potential City departments that may be part of the Outreach and Communications RMT.

Figure 9: Outreach and Communications RMT Departments and Responsibilities

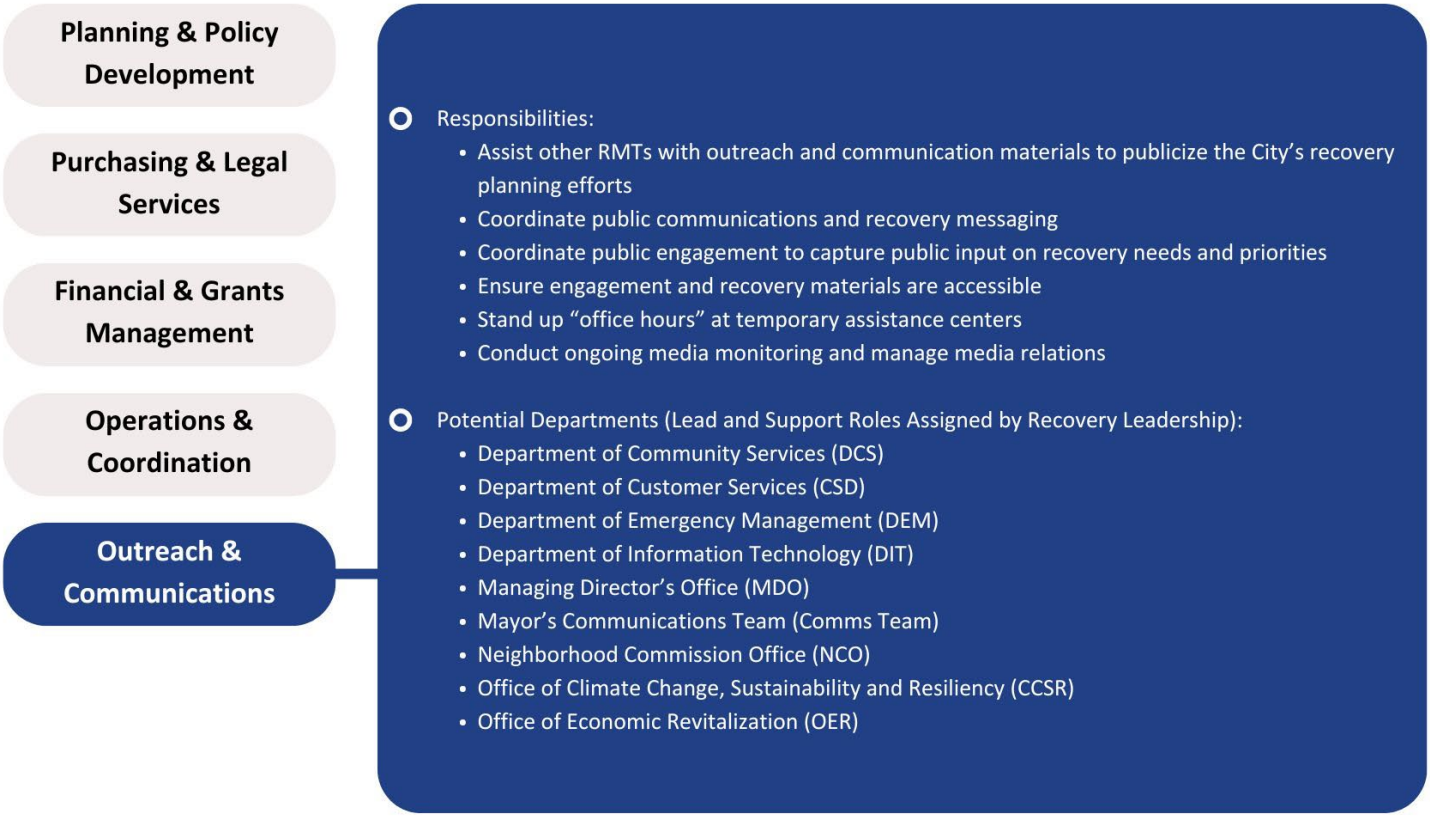


Table 5 provides a list of activities the Outreach and Communications RMT can take during long-term recovery. Appendix B provides activities the RMT can take before an event occurs to reduce disaster impacts and during the transition between short- and -long-term recovery phases to improve recovery outcomes.

Table 5: Outreach and Communications RMT Priority Implementation Activities

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Long-Term Post-Disaster Activities			
Conduct ongoing media monitoring and manage media relations: During long-term recovery, this RMT works with local media to disseminate accurate and timely information on 1) assistance and programs available to impacted residents, communities, and businesses; 2) updates about recovery progress and projects; and 3) responses to news coverage or public opinion regarding recovery activities.	• Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER) • Media relations (Comms Team) • Social media management (Comms Team)	• Host regular press briefings to provide updates on recovery progress; • Develop and maintain a media contact list; • Develop and maintain a contact list of community-based information sources; and • Maintain an active social media presence: conduct regular updates via social media and connect people to the appropriate resources.	• Disaster Multimedia Toolkit, FEMA[23]

[23] FEMA. Disaster Multimedia Toolkit. Available at: https://www.fema.gov/disaster/recover/multimedia-toolkit.

3.5 Recovery Action Areas

This Plan integrates the Recovery Support Function (RSF) concept described in FEMA's NDRF. RSFs are a coordinating structure for key functional areas of assistance during disaster recovery.[24] They can be used for framing recovery to organize and leverage recovery activities, City staff, nongovernmental partners, and other resources to meet community needs.

To balance FEMA's RSF framework with the distinct structure and needs of the City, six O'ahu-specific Recovery Action Areas (RAAs) were identified. The RAAs function in the same way that RSFs do, but were developed using input from extensive interviews and workshops with City departments and the Plan's Community Advisory Group (CAG):

1. **Housing Recovery;**
2. **Health, Social Services, and Education;**
3. **Infrastructure and Transportation;**
4. **Economic Recovery;**
5. **Natural and Cultural Resources; and**
6. **Community Planning and Capacity Building.**

The RAAs do not represent a formal structure or official assignment of duties. They are intended to serve as lenses through which Recovery Leadership and the RMTs make decisions after a major disaster, plan recovery processes and programs, and organize or augment staffing capacity and expertise to meet recovery needs. Each RAA is broken down into key recovery objectives, potential programs and activities, and potential community support organizations with which RMTs can coordinate and collaborate during recovery.

Recovery objectives were identified based on existing disaster recovery research, past disaster recovery efforts in other jurisdictions, activities required for federal funding for long-term recovery, and consultation with City departments, community organizations, and residents. Recovery Leadership and RMTs are responsible for reviewing RAA objectives and activities prior to a disaster, identifying capacity gaps in their ability to execute these objectives after a disaster, and coordinating with relevant community organizations to prepare and organize recovery activities. Objectives listed for each RAA represent a starting point for recovery throughout the diverse sectors of O'ahu's community and should not be interpreted as definitive or exhaustive.

Potential programs and activities identified are based on existing disaster recovery research, past disaster recovery efforts in other jurisdictions, activities required for federal funding for long-term recovery, and consultation with City departments, community organizations, and residents. Potential programs and activities listed for each RAA represent a starting point for recovery throughout the diverse sectors of O'ahu's community and should not be interpreted as definitive or exhaustive.

[24] FEMA. National Disaster Recovery Framework. Available at: https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery.

RMTs can coordinate with community organizations pre-disaster to conduct an inventory of current conditions within each RAA, identify resource and capacity gaps, and identify strategies for expediting assistance during recovery. RMT members will need to coordinate with community organizations to develop a comprehensive workflow for recovery programs and activities.

Potential community support organizations listed for each RAA represent a starting point for engaging leaders throughout the diverse sectors of O'ahu's community and should not be interpreted as definitive or exhaustive. The Core Planning Team (CPT), CAG, and other stakeholders helped identify potential organizations listed.

3.5.1 Housing Recovery

The Housing RAA focuses on restoring, developing, and preserving permanent, accessible, affordable, and resilient housing options for disaster-impacted households and areas.[25] Designing and implementing a successful housing recovery effort requires engagement, investment, and coordination across a broad variety of housing providers, residents, local leaders, and other community stakeholders. City departments supporting this RAA may include the Department of Community Services, Department of Land Management, Department of Planning and Permitting, and Office of Housing.

Post-disaster housing recovery is a massive and complex undertaking. Housing recovery activities span every type of housing: owner-occupied homes, rental homes, single-family and multi-family buildings, regulated and market-rate units, supportive and assisted housing, publicly subsidized housing, and housing in rural and urban areas. Yet, the speed and efficiency of housing recovery directly determines the speed and efficiency of an area's overall recovery; especially as an impacted jurisdiction moves into the long-term recovery phase after a major disaster.

By the long-term recovery phase, household and local government resources are usually strained or exhausted. The gap between FEMA assistance and long-term recovery assistance may have resulted in displacement or financial hardship for local households, a depressed or non-existent local economy, and a housing shortage for recovery workers. However, the timely restoration and expansion of accessible permanent housing is critical to the broader continued recovery of a disaster-impacted area.

Due to the complexity of the housing landscape, the types of housing recovery activities can vary widely. While a smaller scale disaster may require temporary sheltering and temporary housing options, a large-scale disaster may require extensive housing reconstruction and render certain areas uninhabitable during recovery, requiring intensive advance planning.[26]

3.5.1.1 Objectives

- Assess preliminary housing impacts and pre- and post-disaster housing needs;
- Review and amend laws that may hinder the development of affordable housing;

[25] FEMA. National Disaster Recovery Framework, Housing Recovery. Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

[26] FEMA. (2020). Planning Considerations: Disaster Housing. Available at: https://www.fema.gov/sites/default/files/2020-07/planning-considerations-disaster-housing.pdf.

- Address interim housing needs, assess options for permanent housing, and define an achievable timeline for building a resilient, accessible, and sustainable housing market in community recovery plans;
- Develop and prioritize affordable housing options that appropriately accommodate underserved and marginalized communities;
- Leverage housing development and redevelopment to address the unique needs of the diverse neighborhoods throughout Oʻahu;
- Encourage energy-efficient and sustainable building standards during reconstruction;
- Manage or support the construction, reconstruction, and/or repair of local housing stock, addressing demand surge, reconstruction costs, and labor shortages during the recovery process;
- Manage or support the disbursement of housing assistance to impacted owners and renters;
- Support and incentivize the development of mitigation and resilience regulations, policies, and procedures and ensure those changes are integrated into housing recovery plans and implemented in housing and community development programs and projects; and
- Facilitate discussions on insurance claims versus federal disaster recovery funding to ensure affected individuals receive appropriate support.

3.5.1.2 Potential Resources and Existing Plans

- Transit-Oriented Development Plans
- Development Plans and Sustainable Communities Plans
- Neighborhood Development Plans (e.g., Kaiāulu ʻo Kakaʻako Master Plan)
- Hawaiʻi Housing Planning Study
- City Housing Plan

3.5.1.3 Potential Programs and Activities

- Repair and/or rehabilitation of damaged single-family homes;
- Repair and/or rehabilitation of damaged multi-family buildings;
- Longer-term rental assistance for displaced residents;
- Relocation assistance for displaced residents (e.g. renters or homeowners wishing to permanently relocate out of a flood-prone area);
- Financing and gap financing for construction of new affordable single-family and multi-family projects;
- Homeowner counseling programs;
- Coordinating housing navigators and case managers to assist displaced residents with recovery funding processes;
- First-time homebuyer financial and technical assistance;

- Buyouts / acquisition of damaged homes and property in high-risk and/or repetitive loss areas;
- Retrofitting older surviving structures for weatherization and flood/wind-proofing;
- Technical assistance to update building or zoning codes for long-term housing resilience; and
- Mitigation activities (e.g., strengthened roof, elevating a water heater, furnace, and/or electrical panels) during the rehabilitation and repair of disaster-impacted homes.[27]

3.5.1.4 Potential Community Support Partners

- Council for Native Hawaiian Advancement
- Hawaiʻi Community Foundation
- Aloha United Way
- Habitat for Humanity
- American Planning Association, Hawaiʻi Chapter
- Center for Resilient Neighborhoods, Kapiʻolani Community College (KCC)
- American Institute of Architects (AIA) Honolulu
- Catholic Charities Hawaiʻi
- EAH Housing
- Construction industry representatives (e.g., Hawaiian Dredging Construction Company, Inc., Nan, Inc.)
- Honolulu Habitat for Humanity
- Insurance industry representatives (e.g., Zephyr Insurance)

3.5.1.5 Potential State Support Agencies

- Department of Land and Natural Resources, State Historic Preservation Division
- Hawaiʻi Public Housing Authority
- Hawaiʻi Housing Finance and Development Corporation
- Office of Planning and Sustainable Development
- State Department of Business, Economic Development, and Tourism

3.5.2 Health, Social Services, and Education

The Health, Social Services, and Education RAA focuses on the post-disaster continuation and restoration of health care services, social services, behavioral health services, schools and education systems, environmental and public health, food and medical supply safety, and long-term health issues specific to responders. It requires the coordination of essential public health and social services, activities, and programs for at-risk and vulnerable children, individuals, and

[27] FEMA. (2021). Hazard Mitigation Under the Individuals and Households Program. Available at: https://www.fema.gov/fact-sheet/hazard-mitigation-under-individuals-and-households-program-wildfire-measures#:~:text=Homeowners%20who%20are%20affected%20by,of%20damage%20to%20their%20home.

families affected by a disaster. City departments supporting this RAA may include the Department of Community Services and Office of Economic Revitalization.

Timely restoration of health systems (i.e., hospitals, dialysis centers, etc.), social services (i.e., childcare, food assistance, employment and training support, etc.) and education (i.e., schools, universities) is critical to community recovery and requires a unified effort from all partners and stakeholders in the affected region. To manage community needs, the RMTs should coordinate with service providers to reach and direct resources to vulnerable populations. This includes partnering with the health, social services, and education sectors in the City to restore and improve the resilience of these systems and better support community needs during recovery.

These partners and stakeholders include government agencies; aging, disability, nonprofit, voluntary, faith-based, and community organizations; for-profit businesses; service providers; and individuals and families accessing services. Recovery stakeholders within this RAA can identify pre-disaster health, social services, and education deficits, assess incident-related impacts, and develop strategies to promote the health and well-being of affected individuals and communities.

3.5.2.1 Objectives

- Identify and work with affected populations, groups, and key partners, including community-based organizations and health agencies;
- Complete an assessment of community health and social service needs; prioritize these needs based on community input and participation in the recovery planning process and develop a comprehensive recovery timeline that includes consideration of available human and budgetary resources;
- Identify funding mechanisms that support local groups in implementing community-level solutions addressing specific health, social services, and education needs;
- Prioritize affected community members in the allocation of resources for health and social services recovery;
- Prioritize historically marginalized communities in the allocation of resources for health and social services recovery;
- Implement strategies to protect the health and safety of the public and recovery workers from the effects of a post-disaster environment;
- Create sustainable infrastructure for mental and emotional health support, including the expansion and capacity building of long-term care centers and mental health services;
- Integrate ancestral, cultural, and native Hawaiian approaches in providing services to underserved Native Hawaiian and Pacific Islander communities;

- Restore health care (including behavioral health), public health, and social services functions[28] and deliver in appropriate language(s) to enhance accessibility and inclusivity;
- Support food access to ensure the well-being of all community members, particularly vulnerable populations; and
- Address technological barriers that may have arisen due to the disaster, ensuring that all students have access to necessary tools and resources.

3.5.2.2 Potential Resources and Existing Plans

- Honolulu Community Action Program
- Healthy Hawaiʻi Strategic Plan
- Hawaiʻi Department of Education Strategic Plan

3.5.2.3 Potential Programs and Activities

- Repair and/or rehabilitation of community facilities, health centers, libraries, and other service organizations;
- Hardening of community facilities, health centers, libraries, and other service organizations to mitigate future risk;
- Support for enhancing and/or expanding existing health, social services, and education programs to provide recovery assistance and resources to households in need;
- Support to coordinate and link health and social services support with those receiving housing support;
- Aid to nonprofits and other community organizations to manage recovery operations; and
- Aid to schools, daycares, and other educational institutions to manage recovery operations and planning efforts.

3.5.2.4 Potential Community Support Partners

- River of Life Mission
- Hawai'i Alliance for Community-Based Economic Development (HACBED)
- Hawaiʻi Community Foundation
- Council for Native Hawaiian Advancement
- Hawaiʻi Aging and Disability Resource Center
- Hawaiʻi Disability Rights Center
- Aloha United Way
- Papa Ola Lokahi
- Kanu Hawaiʻi

[28] FEMA. National Disaster Recovery Framework, Health and Social Services Recovery Support Function. Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

- Kūpuna Collective
- Kanu Hawai‘i
- FilCom CARES
- Legal Aid Society of Hawai‘i
- Queens Clinically Integrated Physician Network
- American Red Cross – Hawai‘i Chapter
- Salvation Army

3.5.2.5 Potential State Support Agencies

- Hawai‘i Executive Office on Aging
- State Department of Education
- State Department of Health
- State Department of Human Services

3.5.3 Infrastructure and Transportation Systems

The Infrastructure and Transportation Systems RAA focuses on the post-disaster restoration of key local infrastructure, public and private utilities, and transportation systems. Jurisdictions must execute immediate and short-term restoration and repair of critical infrastructure and transportation as soon as possible after a major disaster to allow response and recovery processes to proceed. City departments supporting this RAA may include the Department of Design and Construction, Department of Transportation Services, Department of Environmental Services, Honolulu Board of Water Supply, and Neighborhood Commission Office.

The scale, cost, and timeline of major infrastructure projects make long-term infrastructure and transportation recovery one of the more technically demanding and time-consuming RAAs. Much like the Housing Recovery RAA, the Infrastructure and Transportation Systems RAA requires collaboration and investment across community stakeholders, the private sector, and tiers of local, state, and federal government.

Long-term infrastructure recovery activities should build on short-term activities (e.g., repairing impassable roads and bridges, coordinating transportation options between temporary housing and recovery resources, etc.) while prioritizing emerging and future needs of impacted communities. This should include integrating long-term resilience and mitigation measures into recovery efforts to reduce future risk.

3.5.3.1 Objectives

- Restore and improve critical infrastructure functions, including public utilities, telecommunications, roads and bridges, public transit systems, and pedestrian and bicycle infrastructure, to meet current, emerging, and future community needs;
- Ensure that rural areas receive the same level of attention and urgency as urban areas in recovery planning and implementation;
- Integrate mitigation and resilience measures into all recovery projects to reduce future risk and ensure long-term viability of projects;

- Identify and prioritize critical infrastructure systems and assets;
- Design infrastructure with a long-term focus on energy efficiency and environmental conservation, consider future climate risks in infrastructure design (i.e., use the City's Climate Change Design Guidelines Toolkit), and integrate renewable energy sources when redeveloping infrastructure to promote sustainability; and
- Design for multi-modal transportation and complete streets to enhance accessibility for all.

3.5.3.2 Potential Resources and Existing Plans

- Transportation Improvement Program
- Oʻahu Regional Transportation Plan
- Transit-Oriented Development Plans
- Board of Water Supply Master Plan
- Hawaiʻi Clean Energy Initiative

3.5.3.3 Programs and Activities

- Rebuilding and rehabilitation of roads, bridges, tunnels and other transportation infrastructure;
- Rebuilding and rehabilitation of communications, sewer, water and wastewater, and utilities infrastructure;
- Resilience and mitigation projects for transportation and infrastructure assets;
- Aid to public transit authorities to manage recovery operations and resilience projects; and
- Coordination of transportation and infrastructure recovery to expedite supply chain restoration.

3.5.3.4 Potential Community Support Partners

- Mālama Pūpūkea Waimea
- Kaʻaʻawa Community Association
- Ulupono Initiative
- Koʻolauloa Hawaiian Civic Club
- Koʻolaupoko Hawaiian Civic Club
- Blue Planet Foundation

3.5.3.5 Potential State Support Agencies

- Oʻahu Metropolitan Planning Organization
- State Department of Transportation
- State Public Utilities Commission

3.5.4 Economic Recovery

The Economic Recovery RAA focuses on returning post-disaster economic and business activities to a healthy state, and developing new business and employment opportunities that increase the overall community's economic viability and resilience. This RAA requires knowledge of existing economic development programs and community connections to support continuity, return, and retention of local businesses during recovery. Typical stakeholders involved in the economic recovery process include chambers of commerce, economic and workforce development organizations, local governments, and regional planning organizations. City departments supporting this RAA may include the Office of Economic Revitalization and Department of Budget and Fiscal Services.

Common challenges in economic recovery revolve around accessing capital and mitigating economic uncertainties. Rebuilding homes, businesses, and local government capacity requires financial resources, but the unpredictability of post-disaster future market conditions often hinders progress. Further, disasters can damage local agricultural production and disrupt supply chains causing delays or reducing supplies needed for efficient recovery.[29] To address these issues, the City will need to work with state and federal agencies to coordinate delivery and application of available resources aligned with local and state economic recovery priorities.

In addition to governmental coordination, the public sector, nonprofits, and the private sector all play a role in absorbing costs and taking steps to rebuild the local economy. The private sector is particularly important in economic recovery. Private businesses not only help address crucial rebuilding needs (e.g., design, construction, etc.) but create and preserve local jobs and often provide critical financial investment in impacted areas.

3.5.4.1 Objectives

- Identify and prioritize businesses and job placement or training assistance for workers that may be displaced or disproportionately impacted by a major disaster (e.g. tourism, hospitality, agriculture) and develop targeted support and assistance strategies;
- Protect local businesses and their workers by providing business relief funds and technical support to local business owners;
- Sustain and support impacted workers through financial assistance, training and skill development, and job placement programs;
- Build back critical components of the local economy – including safe, accessible, and affordable housing for workers and residents;
- Leverage recovery funds to support new businesses that meet post-disaster community needs, provide good jobs for residents, and contribute to the community's overall resilience and self-sufficiency;

[29] FEMA. (2019). Supply Chain Resilience Guide. Available at: https://www.fema.gov/sites/default/files/2020-07/supply-chain-resilience-guide.pdf.

- Prioritize the needs of the ALICE population (Asset Limited, Income Constrained, Employed) in economic recovery efforts;
- Leverage community organizations as change agents and provide technical assistance in the recovery process;
- Ensure critical economic drivers are resilient and adaptable in the face of disruptions; and
- Prioritize procurement of locally produced goods to boost the local economy.

3.5.4.2 Potential Resources and Existing Plans

- Honolulu Comprehensive Economic Development Strategy
- Oʻahu Good Food Program
- Mana Up Hawaiʻi
- Blue Startups
- Hawaiʻi Investment Ready Accelerator Program
- Patsy T. Mink Leadership Alliance
- XLR8HI: Hawaiʻi's Entrepreneurship Center

3.5.4.3 Potential Programs and Activities

- Recovery counseling and technical assistance for small businesses including operations, hiring, training, financial projections, and business strategies;
- Training and job placement support for displaced workers;
- Technical assistance and/or aid for small businesses to manage and administer recovery funding;
- Aid for small businesses to manage recovery operations and planning;
- Aid for small businesses to make resilient building upgrades to mitigate future risk; and
- Incentive programs to encourage businesses to participate in City-led recovery programs and projects.

3.5.4.4 Potential Community Support Partners

- Hawaiʻi Alliance for Community-Based Economic Development
- Hawaiʻi Community Foundation
- River of Life Mission
- Ulupono Initiative
- Papa Ola Lokahi
- Kanu Hawaiʻi
- Council for Native Hawaiian Advancement
- Hawaiʻi Ulu Cooperative
- Hawaiʻi Farmers United Union
- Hawaiʻi Farm Bureau Federation
- Waikīkī Business Improvement District Association

3.5.4.5 Potential State Support Agencies

- State Department of Business, Economic Development, and Tourism
- Hawaiʻi Community Development Authority
- State Office of Planning and Sustainable Development

3.5.5 Natural and Cultural Resources

The Natural and Cultural Resources RAA focuses on efforts to support the protection, preservation, and restoration of natural and cultural resources and historic properties during recovery.[30] The definition and prioritization of Natural[31] and Cultural[32] Resource(s) (NCR) in a disaster-impacted jurisdiction will depend on the unique environmental and cultural characteristics of that area. The success of this RAA relies on close coordination with state agencies and community stakeholders who participate in or act as stewards of NCRs. Consideration of NCRs is often required for using federal funds, so it is important to coordinate NCR issues across RAAs. City departments supporting this RAA may include the Department of Land Management, Department of Enterprise Services, and Oʻahu Historic Preservation Commission.

NCR recovery is primarily a preservation operation. Per the Hawaiʻi State Constitution, NCRs are subject to the public trust and must be managed and protected for the benefit of present and future generations. NCRs are unique and often fragile, and restoring or replacing them is difficult or impossible. An example of this is Oʻahu's native birds, which are more susceptible to extinction from disasters due to their limited populations and habitats.[33]

In addition to using disaster impact data and other quantitative indicators of recovery needs, RMTs must engage directly with the users and stewards of NCRs. These can include those working to protect coastal habitats, resident users of public parks and greenways, cultural practitioners and teachers, historic preservation organizations, musicians, artists, and performers, or residents and communities who patronize and support local cultural institutions and practitioners.

3.5.5.1 Objectives

- Coordinate and facilitate sharing and integrating NCR impact data to help understand the recovery needs of NCR stakeholders;
- Facilitate or provide funding and/or technical assistance to local organizations and communities to support the preservation and restoration of impacted NCRs;

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[30] FEMA. National Disaster Recovery Framework, Natural and Cultural Resources Recovery Support Function. Available at: https://www.fema.gov/fact-sheet/natural-cultural-resources-ncr-recovery-support-function-rsf.

[31] Natural resources may include oceans, coastlines and bodies of water, beaches, conservation lands, reefs, wetlands and estuaries, fishponds, streams and riparian areas, wildlife habitats, forests and native forest restoration areas, parks and greenways, and other public-use environments and ecosystems.

[32] Cultural resources may include historically or culturally significant sites, art and history institutions, heritage assets, language preservation, or local artists, musicians, or performers who comprise the culture of a given area.

[33] Hawaiʻi Department of Land and Natural Resources, Division of Forestry and Wildlife: Wildlife Program. Native Birds of Hawaiʻi. Available at: https://dlnr.hawaii.gov/wildlife/birds/.

- Provide assistance to impacted communities to develop NCR recovery plans and build or strengthen NCR protection organization networks;
- Emphasize the value of and seek to incorporate Native Hawaiian and indigenous knowledge, language, beliefs, and culture in redevelopment efforts;
- Restore cultural resources;
- Integrate staff knowledgeable in natural and cultural resources and environmental regulatory requirements early in the disaster recovery planning process;
- Coordinate NRC issues across all RAAs and with City and state agencies;
- Seek ways to correct historical environmental injustices in recovery activities;
- Restore environmental resources, with priority attention to those that reduce risks to natural hazards;
- Preserve and expand ocean access;
- Enhance protections for green and open spaces, public areas, and cultural sites; and
- Integrate consideration of long-term effects to NCRs into redevelopment.

3.5.5.2 Potential Resources and Existing Plans

- Watershed Management Plans
- Hawaiʻi Ocean Resources Management Plan
- Hawaiʻi Tourism Authority's Strategic Plan

3.5.5.3 Programs and Activities

- Integration and monitoring of standard and expanded NCR protection requirements for all recovery and mitigation projects;
- Outreach and engagement with cultural practitioners to gauge impact and needs;
- Grants for local organizations and communities to support cultural and historic preservation projects and programs;
- Grants for local organizations and communities to support natural resource preservation projects and programs;
- Assistance and grants to support cleanup and restoration of disaster-damaged NCRs; and
- Grants for capital projects that restore or develop improved historic and cultural preservation sites.

3.5.5.4 Potential Community Support Partners

- Hawaiʻi Green Growth
- Pono Pacific
- Kupu Hawaiʻi
- Ulupono Initiative
- Kanu Hawaiʻi
- Papa Ola Lokahi

- Council for Native Hawaiian Advancement
- River of life Mission
- Kaʻala Cultural Learning Center
- Mālama Pūpūkea Waimea
- Hawaiʻi Farmers United Union
- Hawaiʻi Farm Bureau Federation
- North Shore Community Land Trust
- Hawaiʻi Land Trust (HILT)

3.5.5.5 Potential State Support Agencies

- Department of Land and Natural Resources, State Historic Preservation Division
- State Office of Hawaiian Affairs
- State Office of Planning and Sustainable Development

3.5.6 Community Planning and Capacity Building

The Community Planning and Capacity Building (CPCB) RAA focuses on deploying plans and organizational structures developed before a disaster, and supporting implementation, assessment, and reporting on recovery progress. RMTs focused on CPCB connect recovery participants across the government, nonprofit, and private sectors, and encourage information and resource sharing for increased efficiency. City departments supporting this RAA may include the Department of Community Services, Department of Planning and Permitting, and Office of Climate Change, Sustainability and Resiliency.

Before disasters occur, CPCB activities should focus on connecting and engaging the City with state agencies and non-governmental stakeholders in recovery planning. During non-disaster times, RMTs and community support agencies can build awareness, engagement, and capacity for recovery management. They can also identify vulnerable communities to prioritize during the recovery planning process. Outputs of pre-disaster efforts should include disaster recovery goals and objectives, and executable strategic, operational, and tactical approaches to meet defined objectives.

After a disaster occurs, CPCB RMTs and community support agencies can deploy the plans and organizational structures developed before the event, and support implementation, assessment, and reporting on recovery progress. Those involved in pre-disaster CPCB activities can play a critical, high-level project management and quality assurance role by ensuring adherence to recovery plans and providing support and technical assistance to encourage progress.

3.5.6.1 Objectives

- Support or coordinate community impact assessments, document and prioritize community needs after a major disaster;
- Incorporate community members' voices in decision-making processes to ensure recovery efforts align with their needs and preferences;

- Develop a unified approach to public investments in resilient housing and infrastructure to more efficiently leverage funds;
- Complete an initial recovery planning process that provides an overall strategy for recovery, including operational and tactical approaches;
- Integrate socioeconomic, demographic, accessibility, and risk assessment considerations in recovery planning processes and strategies;
- Identify achievable, tangible community-based recovery actions and activities that support the community's identified recovery goals;
- Coordinate planning efforts across levels of government and ensure government officials act as community stewards, nurturing trust and open communication during recovery;
- Allocate resources to bolster underserved communities, particularly by improving communication infrastructure and offering capacity-building initiatives such as internet services; and
- Establish and coordinate resilience hubs to serve as crucial resources before, during, and after disasters.

3.5.6.2 Potential Resources and Existing Plans

- Zoning and Land Use Ordinance
- Ola Oʻahu Resilience Strategy
- Climate Action Plan
- Local Hazard Mitigation Plan
- General Plan
- Sustainable Communities Development Plans
- Oʻahu Regional Transportation Plan
- State Land Use Districts

3.5.6.3 Potential Programs and Activities

- Allocate local and federal recovery funding to support formal establishment of CPCB departments (e.g., Maui's Office of Recovery), organizations, and/or community-based coalitions;
- Grants for capacity building and training to local community-based organizations;
- Grants for local community-based organizations to develop and implement their own localized community recovery and mitigation plans; and
- Development of post-disaster long-term recovery plans for the City.

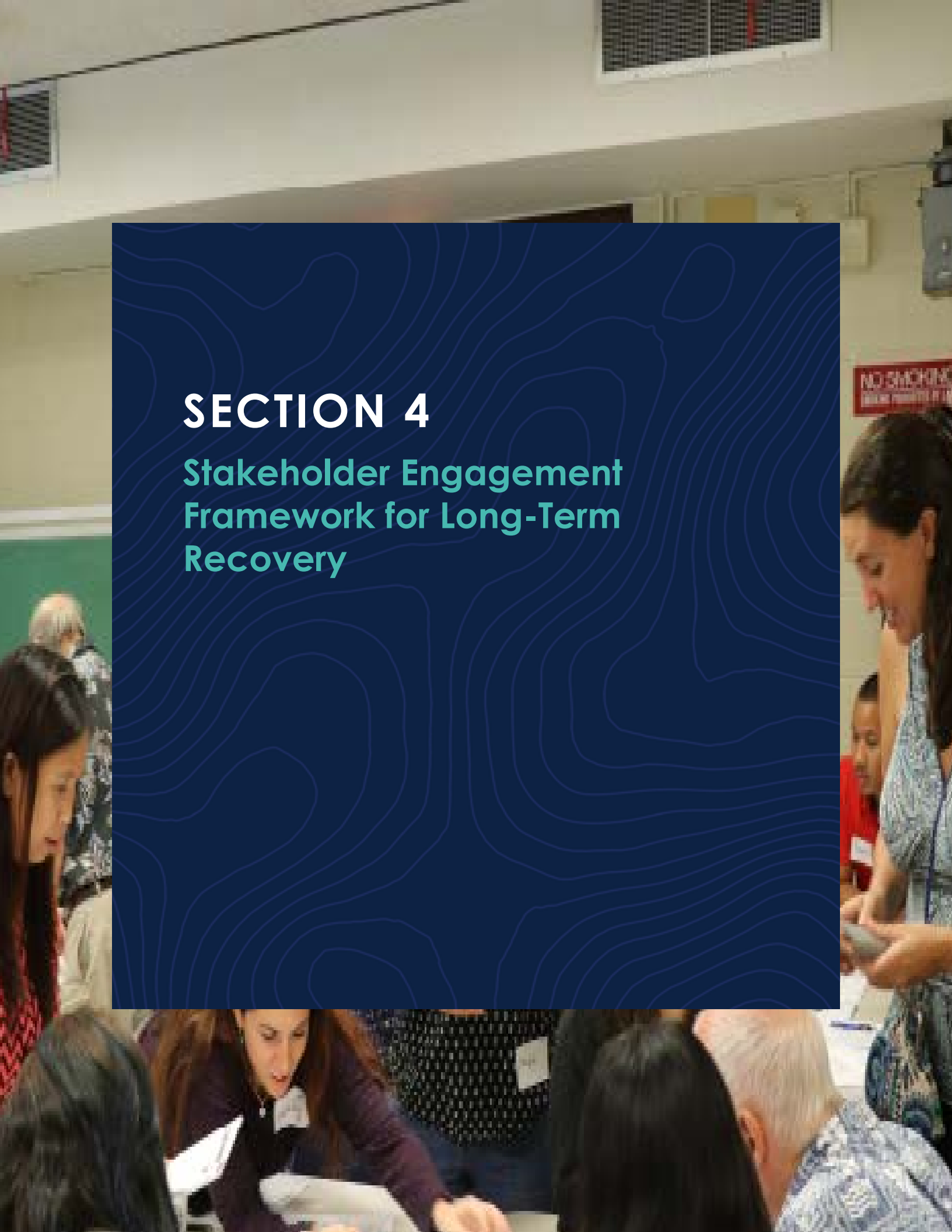
3.5.6.4 Potential Community Support Partners

- Hawaiʻi Alliance for Community-Based Economic Development
- Hawaiʻi Community Foundation
- Blue Planet Foundation

- Hawaiʻi Green Growth
- Kamehameha Schools
- National Disaster Preparedness Training Center (NDPTC)
- Center for Resilient Neighborhoods, KCC
- Cross Island Community Resilience Network

3.5.6.5 Potential State Support Agencies

- State Department of Accounting and General Services
- State Land Use Commission
- University of Hawaiʻi Sea Grant
- University of Hawaiʻi School of Ocean and Earth Science and Technology (SOEST) Climate Resilience Collaborative



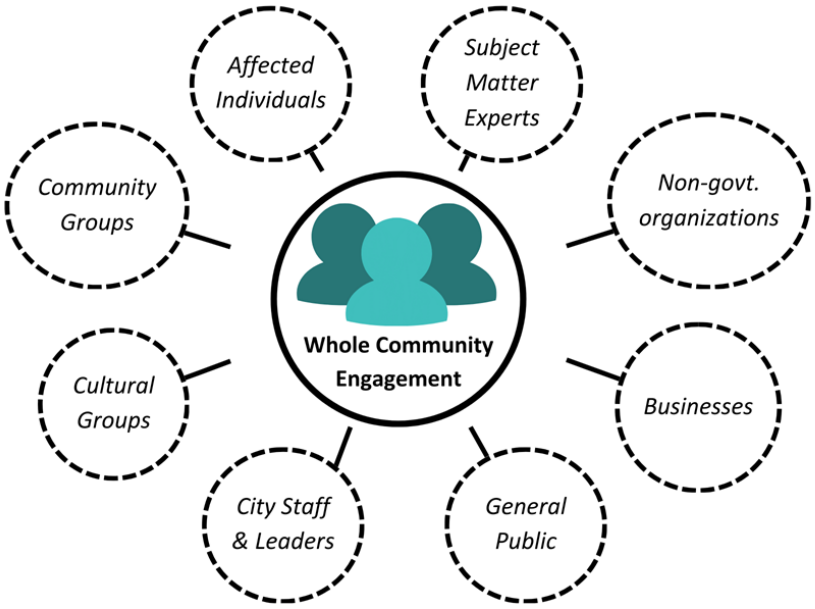
SECTION 4

Stakeholder Engagement Framework for Long-Term Recovery

4 Stakeholder Engagement Framework for Long-Term Recovery

The challenge of post-disaster recovery planning is balancing the need to make decisions quickly while ensuring decisions are informed to meet the community's long-term needs. Successful long-term recovery requires active engagement with the whole community to minimize unintended impacts in the implementation of any new City programs, policies, or procedures. Equitable engagement requires a lot of time and capacity, both in planning and executing. Investing in relationship-building with local partners and community members should be a priority before and after a disaster event occurs.

Figure 10: Whole Community Engagement



4.1.1 Community Engagement Process

The community engagement process should include a variety of strategies to focus on equity, increase the accessibility of the decision-making processes, and conduct outreach to a diversity of stakeholders. Intentional and meaningful community engagement should consult those who are most impacted by the decisions, aim to identify the community's values, co-create a vision of the future, inform residents of the local issues, improve decision making, generate community collaboration, and increase trust in local government.[34] Working through these complexities comprehensively requires extensive collaboration between the City, local partners and community members.

[34] Institute for Local Government (2016).What is Public Engagement & Why Should I do it. Available at: https://www.ca-ilg.org/sites/main/files/file-attachments/ilg_what_is_public_engagement_and_why_should_i_do_it_8.31.16.pdf?1472685794.

CRITICAL QUESTIONS AFTER A DISASTER

The questions below were developed to help O'ahu communities think through post-disaster needs and the processes required to meet those needs.

COMMUNITY VOICES

- Which groups/communities are particularly vulnerable to a disaster?
- Which community networks currently exist on O'ahu to support vulnerable groups?
- How can the City government, community-based organizations, and community members develop collaborative networks that support efficient and inclusive recovery plans?
- What disaster impacts do you anticipate being the most difficult to recover from (e.g., loss of community, permanent displacement, unemployment, economic disruption)?
- After a disaster, which types of improvements/assistance would help your community build back better (e.g., assistance for home repair/rebuild; expediting permitting processes; rapid restoration of care facilities)?
- How do we best incorporate community voices in recovery and ensure that input is culturally diverse and reaches historically marginalized or disenfranchised groups?

FUTURE VISION

- What does O'ahu 's vision for recovery look like? What would equitable and efficient recovery look like?
- How do we make decisions about what recovery should look like? Who should be involved in those decisions?
- How fast should recovery happen? How do we balance speedy recovery with long-term and inclusive thinking and decision-making? (e.g., with community input, consideration of resilient building upgrades, prioritizing a strong economic future)?
- How can rebuilding after a disaster create opportunities for more housing that is efficient, resilient, and aligned with community needs? For example, do we consider prefabricated homes, tiny homes, or temporary housing? How do we ensure that reconstruction and new development meets the needs of existing residents and workers, particularly given that we have an affordable housing shortage?
- In commercial areas and areas whose economies are heavily dependent upon tourism, how can we plan for recovery that restores local economies while ensuring that residents and workers have access to housing and services?
- Which resilience measures should we consider during rebuilding? How should we consider climate change and future disasters during new construction or reconstruction?
- How do we ensure there are sufficient lines of communication among the City, community organizations, residents, and other island stakeholders during future disruptions?
- How should we make space for memorializing loss in our vision for recovery?

The community engagement process should consider marginalized groups so future policy decisions aim to rectify historic inequities. This includes community engagement with Native Hawaiians, low-income residents, unhoused people, and people with disabilities, among others. It is also critical that community engagement outreach to historically excluded groups avoid veering into tokenism, which is transactional engagement meant to solicit political buy-in from a small, select group of stakeholders invited to represent an entire community.[35]

Post-disaster efforts take place in communities dealing with substantial grief and ongoing stress, often contending with other day-to-day issues while navigating bureaucratic challenges. The City should consider the adoption of trauma-informed community engagement methods in post-disaster planning. The trauma-informed community engagement approach recognizes the importance of meeting communities where they are, acknowledging their realities, including the added burden of chronic stress. This can hinder participation beyond usual levels, requiring additional consideration and accommodation.

While it shares common goals with traditional community engagement, such as inclusivity and supportiveness, trauma-informed techniques go further by addressing the emotional and

[35] Charles McDonald (2018). From Tokenism to Partnership. Available at: https://files.eric.ed.gov/fulltext/ED586954.pdf

psychological impact of trauma and establishing a safe and nurturing environment for recovery. This approach emphasizes sensitivity to the trauma experienced by survivors and aims to facilitate healing, resilience, and community well-being during recovery efforts.

The table below provides a list of potential community engagement strategies[36] and the context in which they may be most appropriate as well as challenges or considerations for each strategy. When working with local partners and community members, the City should also reassess which outreach strategies are most appropriate and effective to use.

Table 6: Potential Community Engagement Strategies

Strategy	Description	Common Uses	Challenges/Considerations
Charrettes	Intensive, collaborative workshops typically lasting several days focused on quick iteration to solve complex problems in a brief period of time	Processes incorporating design and physical plans (e.g., reimagining business districts, redeveloping parks, creating greenways, designing affordable housing, etc.)	Level of time commitment can be burdensome for participants and less accessible due to a variety of barriers (work hours, physical limitations, language, etc.)
Participatory Budgeting	A process for community members to decide how to allocate portions of public budgets to strengthen community buy-in, increase trust, and promote transparency	Processes where funding is flexible and non-urgent disbursements	Can increase information sharing and flexibility, but can also be complex and time-consuming for participants. May not be appropriate for all funding sources
Public Meetings	Can be held in-person, virtually, or a hybrid format. Often include presentations from the government and open feedback or Q&As with the public	Processes benefiting from increased and diverse community input	May not be appropriate for emergency processes or to hold public meetings for processes affecting smaller groups (e.g., specific neighborhood buyouts)
Workshops	Similar to public meetings but may include more	Processes benefiting from community	Can be time-intensive limiting participation

[36] Local Government Commission (2013). Participation Tools for Better Community Planning. Available at: https://citizenplanner.tamu.edu/files/2013/09/Participation_Tools_for_Better_Community_Planning.pdf.

Strategy	Description	Common Uses	Challenges/Considerations
	interactive feedback with the public through things like card polling on posters, audience response systems with clickers, or participatory maps with stickers	visioning (e.g., cultural and natural resource, housing, transportation system etc.)	
Surveys	Closed and open-ended questions intended to gather a large amount of community feedback. Can be solicited through web links, paper surveys in well trafficked locations, or via phone depending on the target audience and intended reach	Processes benefiting from a large amount of quantifiable community feedback (e.g. assessing household challenges during disaster recovery, experiences and barriers accessing government resources, etc.)	Usefulness is limited by how the surveys are developed and shared with participants
Guided Tours	Pre-planned tours through a neighborhood or area of interest to assess current conditions and potential interventions	Useful for assessing streetscape and physical landscape conditions after a disaster to determine appropriate interventions	Before planning tours of any area, organizers must contact local elected officials and/or community leaders to ensure the neighborhood and its residents are aware of the event. Ideally, inviting local leaders to attend and/or co-facilitate any tours in their constituency
Focus Groups	Small groups of people led by a facilitator with the goal of providing feedback, expertise, or lived experience on a given topic	Processes focusing on groups with specialized knowledge or who are disproportionately affected by the disaster. Focus groups are often held with service providers, community leaders, subject matter experts,	Data from focus groups can be difficult to analyze and should not be used to generalize an entire population

Strategy	Description	Common Uses	Challenges/Considerations
		etc.	
Social Media	Can be used for publicizing outreach efforts, informing the community of planning processes, starting dialogue around certain topics, and soliciting real-time feedback on plans and policy decisions	Publicizing processes requiring public feedback (e.g., public meetings, surveys, plans). Live-streaming can increase transparency	Social media can have a large reach, but its users are limited to those with internet access and feedback may be biased or skewed in terms of representation
Interviews	One-on-one, in-depth discussions usually held with key decision makers	Often used to collect data or information from subject matter experts or key personnel involved in the recovery process	May not be appropriate for the general public
Citizen and Participatory Mapping	Open-source mapping through geographic information systems (GIS), Open Streets, Google maps, in-person paper maps, or other strategies allowing collaboration between government and residents to spatially record vulnerabilities, resources, or other conditions.	Useful for mapping grassroots and nonprofit aid, record damage from disaster events, etc.	Depending on strategy, may be time sensitive limiting participation or excluding users without internet access biasing or skewing results
Scenario Planning	Often uses technological models to imagine different futures and interventions to aid in collaborative decision making for those futures	Useful for helping residents imagine the future of land use, growth management, zoning, etc.	Scenario planning is most effective prior to a disaster event. Post-disaster, scenario planning engagements should be sensitive to the experiences of impacted participants and how that may influence participants' ability to imagine meaningful change.

RESOURCE: EQUITY TOOLBOX

- The City's Office of Climate Change, Sustainability and Resiliency (Resilience Office) has created guides and resources for conducting equitable community engagement. These tools can be referenced during the implementation of long-term recovery and mitigation actions.
- Project Equity Check-In Process – Provides initial guiding questions and phased deeper discussions to measure and evaluate equity considerations in the Resilience Office's policies, projects, and programs.
- Equitable Community Engagement Guide – Provides practical guidance for the City to employ more equitable community engagement practices for the development of plans, strategies, and policies that address immediate concerns of impacted communities.

4.1.2 Focus Areas for Whole Community Engagement

This section discusses six focus areas of concern for stakeholder engagement during long-term recovery. Each focus area, organized by RAA, includes the departments and existing plans or processes involved, the public's role in decision making, potential priority groups to include in the process, key considerations of public process design, and case studies and resources from other cities and past research.

The department(s) leading the engagement process should consider what groups to prioritize in the outreach with special consideration towards the groups most affected by the decisions and outcomes of the process. With this in mind, the department(s) should assess the accessibility of the process, especially for the priority groups, by asking the following questions:

- Can residents without reliable transportation participate?
- Can residents without computers participate?
- Can residents with variable work hours participate?
- Can residents with children or other caretaking responsibilities participate?
- Are interpretation and/or translation services available?
- Are there trusted community leaders and community-based organizations incorporated and are they being compensated to help lead efforts?
- How can we bundle services that are needed by the community with our engagement efforts?

The City should evaluate representation and equity throughout the engagement process. If representation is skewed, the City should review and update the process or provide resources to improve representation. This may include implementing strategic and pointed outreach, increasing accessibility (e.g., if hosting an in-person meeting, offering transportation, childcare, meals, or a stipend for attending), or diversifying community engagement strategies (e.g., offering hybrid meetings and print and digital copies of materials). The City should also consider

the timing tradeoff between urgency of policy decisions and the robustness of community engagement. The references cited in the tables below are available in Appendix F.

4.1.2.1 Housing Recovery

Public role in decision-making	The engagement process will inform the complex aspects of providing accessible, affordable, and resilient housing options for communities and individuals affected by the disaster. The public process will aid in determining how "accessible" is defined (e.g., location near public transit and amenities, Americans with Disabilities Act (ADA) compliance, daycare on site, etc.), how "affordable" is defined (e.g., as a percent of Area Median Income (AMI), length of affordability, etc.), and what density and housing types are appropriate for the area.
Priority groups to include in the public process	• Renters • Low-income residents and other groups at increased risk of displacement pressure • People experiencing homelessness or housing insecurity; • People with disabilities • Hawai'i Community Foundation • Habitat for Humanity • Homeowners Associations • Hawai'i HomeOwnership Center • Honolulu Board of Realtors • Construction industry representatives • Institute for Human Services • Partners in Care O'ahu
Key considerations in public process design	• Is a public process needed or can affordable and accessible housing related to disaster recovery be built into other annual or repeated public outreach processes and updates? • How can City departments working on housing build relationships with housing nonprofits, developers, affordable housing advocates, and landlords to increase housing availability? • Are there ongoing issues or limitations of short-term housing availability that need to be addressed?
Case studies	• Pre-Disaster Recovery Planning for Public Housing in Salt Lake County Utah is a case study of pre-disaster policies focused on post-disaster public housing plans in Salt Lake City, Utah. Findings included barriers to pre-disaster recovery planning, opportunities to expand existing small-scale plans, and ways to institutionalize knowledge with response and recovery from minor events.[37]

	• The Disaster Recovery Alternative Housing Study is a comprehensive and in-depth compilation of case studies of alternative housing provided in disaster recovery prepared for Texas General Land Office. The alternative housing studied includes accessory dwelling units, rapidly deployable shelter, temporary-to-permanent housing, tiny homes, waterborne shelter, 3D printing, etc.[38] • Long-term Recovery of Rental Housing: A Case Study of Highly Impacted Communities in New Jersey after Superstorm Sandy explores renter vulnerability and interventions after Superstorm Sandy which damaged 16,500 rental homes. The study provides key findings and recommendations as lessons learned.[39]
Resources	• Planning for Post-Disaster Recovery Briefing Papers: Affordable Housing, American Planning Association[40] • Planning Considerations: Disaster Housing, FEMA[41] • Disaster Housing Recovery NLIHC Resources, National Low Income Housing Coalition[42]

4.1.2.2 Health, Social Services, and Education

Public role in decision-making	The public process will aid in determining community health, social services, and education needs and the funding mechanisms that support local groups in implementing community-level solutions. Considerations include medical vulnerability and lapsed access to services during disaster recovery, childcare during school shut-downs, mental health needs in disaster recovery, and food delivery and vulnerability. The community will inform ways to create sustainable infrastructure for mental and emotional health support and integrate culturally appropriate approaches in providing services to underserved communities. Addressing technological barriers that existed prior or may have arisen due to the disaster will ensure all students have access to the necessary tools and resources to maintain continuity of education during disaster.

Priority groups to include in the public process	• Parent Teacher Associations (PTAs) and Parent Teacher Student Associations (PTSAs) • People with disabilities • People with medical vulnerabilities; • Caregivers • Elderly residents • People who regularly access social services: food pantries, soup kitchens, etc. • Volunteers and employees of social services • American Red Cross • Insurance companies • Hospitals • Disability Centers • Institute for Human Services • Partners in Care O‘ahu • Aloha United Way
Key considerations in public process design	• What other annual or regular public processes and updates can focus on disaster recovery? As an example, disaster recovery focus groups can be built into the Continuum of Care evaluation process. • How can the process include people experiencing homelessness, people with mobility disabilities, people with medical vulnerabilities, and other priority groups that may have difficulty attending community engagement activities?
Case studies	• During the COVID-19 pandemic, Allegheny County, PA developed an interactive, public-facing map of resources and social services, including volunteer opportunities, food pantries, soup kitchens, and other resources. County residents were also able to submit changes to the map in order to crowdsource updates and keep the map up to date with current resources. • After the 2011 earthquake in Christchurch, NZ, the government used funding from the Ministry of Education to launch the Christchurch Educated marketing initiative to attract international students back to Christchurch.[43] The initiative encouraged students to study in Canterbury and provided a student card with discounts on public transportation and purchasing discounts.

Resources	• Natural Disaster Resources, US Department of Education[44] • Healthcare Facilities and Power Outages, FEMA[45]

4.1.2.3 Infrastructure and Transportation

Public role in decision-making	Engagement for infrastructure and transportation systems requires collaboration and investment across community stakeholders, the private sector, and tiers of local, state, and federal government. The public process will aid in determining capacity requirements, relocation needs, resilient design priorities, evacuation route planning, communications infrastructure improvements, backup power strategies, refuge areas, and siting, capabilities, and design concepts for resilience hubs.
Priority groups to include in the public process	• People with mobility limitations • People who regularly use public transit • Utility companies
Key considerations in public process design	• Which portions of the process should be determined through public engagement and which should be determined through industry experts utilizing models, mapping, and data analysis? • What infrastructure equity data is available (e.g., broadband coverage, roads, bus routes, sidewalks, sewage and water, etc.)? • What data is needed to understand critical infrastructure choke points? What other data is still needed? Who should collect that data?
Case studies	• After a series of storms in Arkansas in 2008, the Southwest Arkansas Planning and Development District (SWAPDD), a regional economic development district in the state, received funding from the U.S. Economic Development Administration to develop a comprehensive database of information on businesses and infrastructure in the region.[46] The database gathered information on critical facilities, transportation infrastructure, and service areas of all public water and wastewater systems, and will allow the region to efficiently track baseline and disaster impacts and apply for disaster funding and technical assistance more quickly after a disaster.

	• Facing flood risk from heavy rainstorm events combined with little permeable surface area, New York City is developing and installing a series of infrastructure improvements to absorb, capture, or divert stormwater.[47] These include sewer upgrades, sewer maintenance, a green infrastructure program, and porous pavement. The City is also working with property owners to develop green roofs, rain gardens, and fixing drainage issues to improve property resilience.
Resources	• Planning for Post-Disaster Recovery Briefing Papers: Planning Resilient Infrastructure, American Planning Association[48] • Recovering from Disasters: The National Transportation Recovery Strategy, Department of Transportation[49]

4.1.2.4 Economic Recovery

Public role in decision-making	The public process will aid in determining where priority attention is needed to create and preserve local jobs/businesses and provide critical financial investment in impacted areas. Stakeholders engaged in the process will have knowledge of existing economic development programs and community connections to support business continuity, return, and retention of local businesses during recovery. Considerations include protection for small businesses, diversifying the tourism industry, job training in resilient industries, and unemployment and resources for workers with lapses in pay.
Priority groups to include in the public process	• Small business owners • Business improvement associations • Unions • Tourism, hospitality, arts, and service industry workers • Punawai ʻo Puʻuhonua • Hawaiʻi Alliance for Community-Based Economic Development • Hawaiʻi Community Foundation • River of Life Mission • Ulupono Initiative • Papa Ola Lokahi • Kanu Hawaiʻi • Council for Native Hawaiian Advancement • Hawaiʻi ʻUlu Cooperative • Hawaiʻi Farmers United Union • Hawaiʻi Farm Bureau Federation

Key considerations in public process design	• How can the City build off the previous outreach, process, and recommendations of the Waikīkī Pre-Disaster Recovery Planning Project to expand to other business districts and neighborhoods in the City? • What businesses and business groups should be prioritized in outreach? • How should businesses that are not in a business district or involved with a business group be reached? • How should tourism, hospitality, arts, and service industry workers who may have variable and late-night schedules be included in the process?
Case studies	• A case study of business recovery from Hurricane Harvey in Texas used survey and field data to capture information about business impacts, business recovery, demographic effects, and other challenges for affected businesses during recovery.[50] The extent of physical damage and involvement with local chambers of commerce played a role in the ability of businesses to recover. • The Detroit Economic Growth Corporation works with local businesses and organizations to provide resources and assistance in rebuilding efforts. During the COVID-19 pandemic, the economic development group provided a Recovery Assistance Loan Fund to provide relief to businesses.[51] • After the 2018 Kīlauea eruption, Hawai'i County developed the Kīlauea Disaster Economic Recovery Plan, which identifies a vision, goals, and strategies for recovery including a robust economic support system.[52] The plan identifies strategies for economic growth to help businesses recover from disaster-related losses and restore purchasing power in the population, develop alternative tourism products to compensate for lost natural assets, and position the island for long-term sustainable growth and resilience through economic diversification and risk management.
Resources	• Policy Playbook, 'Āina Aloha Economic Futures[53] • Supply Chain Resilience Guide, FEMA[54]

- Business Continuity Planning, U.S. Department of Homeland Security[55]
- Lessons from the Storm: Case Studies on Economic Recovery and Resilience, National Association of Development Organizations[56]

4.1.2.5 Natural and Cultural Resources

Public role in decision-making	The public process should aid in determining funding prioritization and goals, priority sites for preservation and protection, and the strategies for site resilience and fortification interventions. The public process should also determine the values for prioritizing sites, funding, and interventions. For example, priorities may include areas dedicated to the history of marginalized groups, areas of greatest economic value (tourism draw, ticket sales, etc.), areas on the national historic registry, etc.
Priority groups to include in the process	• Native Hawaiians • People with lineages or ancestry connected to specific historic, religious, or other cultural sites • Council for Native Hawaiian Advancement • Hawaiʻi Farmers United Union • Association of Hawaiian Civic Clubs • Land Trusts • Office of Hawaiian Affairs • Kamehameha Schools
Key considerations in public process design	• Consider what groups to prioritize in the outreach effort. Decisions made around historic sites should consider groups most affected including people with ancestral ties to the history or land, people who have accessibility concerns in accessing the sites, neighbors of the sites, etc. • What should be prioritized in historic and cultural protection or restoration? Examples include sacred places, places where cultural arts and customs are practiced, places that retain structures or information about important historic and cultural events, areas on the national historic register, etc. • What environmental systems or resources should be prioritized for protection or restoration? Examples may include habitats that support native species

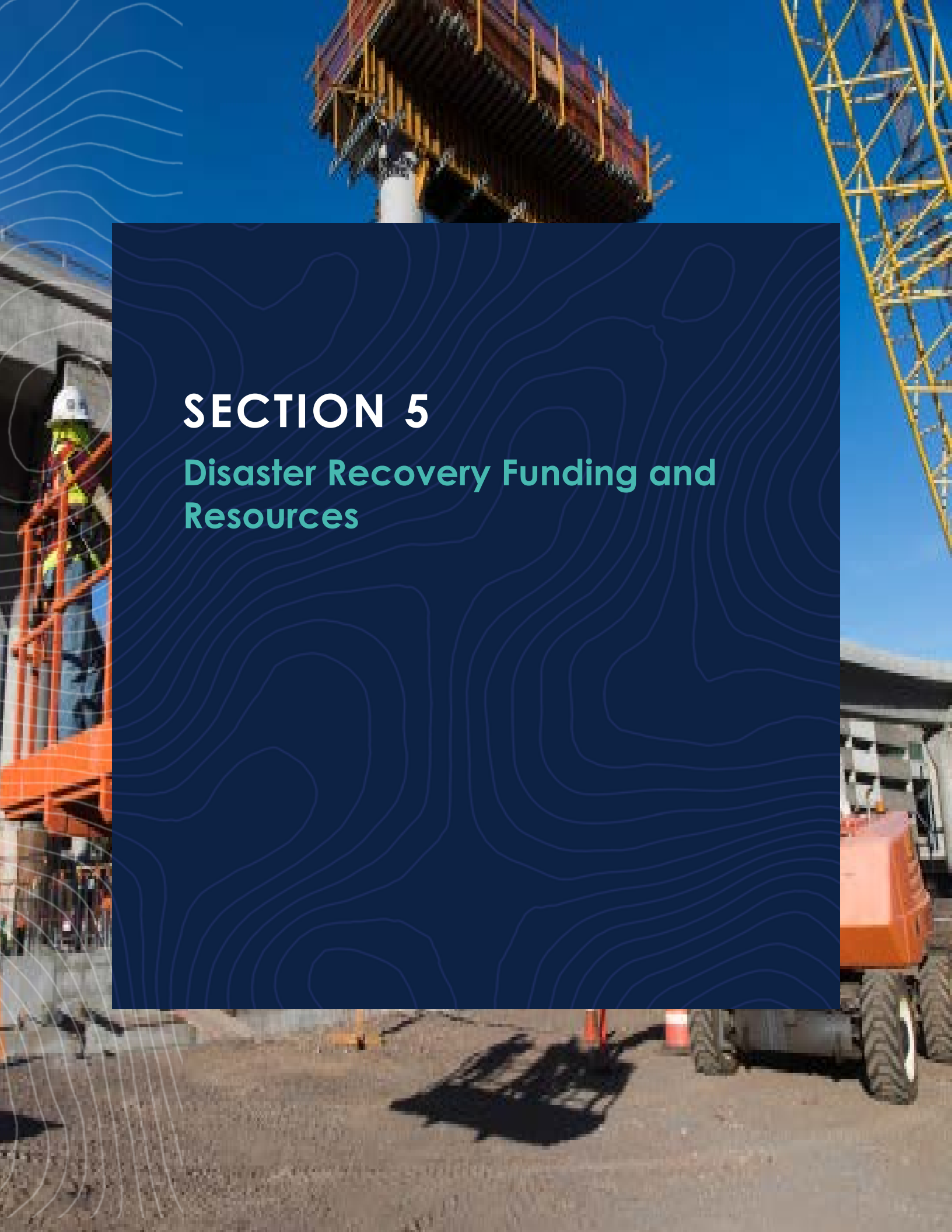
	(especially endangered species) or resources associated with a community's likelihoods and local food supply.
Case studies	• The State of New Jersey integrated resilience planning into traditional historic preservation surveys after Hurricane Sandy. The surveys assessed vulnerability by documenting design features below base flood elevation, recording visible mitigation strategies, and mapping flood vulnerable sites.[57] • In rebuilding after the 2010 and 2011 Christchurch, New Zealand earthquakes, the goals of the Recovery Plan included protecting the historic town square and creating new connectivity links from the historical pathways that once followed the lost river tributaries of the city.[58] • The Advisory Council on Historic Preservation's Office of Tribal and Indigenous Peoples (OTIP) is currently developing a policy statement on integrating Indigenous Knowledge (IK) with the Section 106 process. Section 106 review occurs when a federal project has the potential to affect historic properties.[59] • The North Shore of Kaua'i experienced flooding in 2018 after historic rainfall, and during the rebuilding process used place-based connections as a source of long-term resilience.[60] • Biocultural restoration recognizes the interconnectedness of ecosystems and human societies. This approach can be valuable in both pre-disaster and post-disaster planning to enhance resilience and recovery in the face of natural disasters.[61]
Resources	• Equity Action Plan, Advisory Council on Historic Preservation[62] • Historic Preservation Laws and Disaster Recovery: Seven Approaches for Streamlining Compliance, ICF[63] • Localities Can Advance Racial Equity through Historic Preservation, Housing Matters[64] • Creating Change through Arts, Culture, and Equitable Development: A Policy and Practice Primer, Policy Link[65]

4.1.2.6 Community Planning and Capacity Building

Public role in decision-making	The public process will aid in determining decisions around zoning code, land use, and building code updates related to recovery and resilience. This includes decisions concerning changes in allowable density, replacement and repair of nonconforming uses and structures after disaster, floodplain regulations, expedited permitting in rebuilding, emergency demolition policies, Coastal Zone Management including Special Management Area (SMA) and shoreline setback regulations, and site design requirements. Updates should align with the goals of the plans noted above. While growth management decisions are managed by state and City departments, community members can inform discussions around connections to place, protecting sacred places, and relationships with natural resources that support communities. Decisions include relocation out of hazardous and environmentally sensitive areas, open space acquisition and preservation/conservation, transfer of development rights, and buyouts, for example.
Priority groups to include in the public process	● Residents, renters, and homeowners in hazardous zones ● Business owners in hazardous zones ● Low-income residents and other groups at increased risk of displacement pressure ● Community Associations ● Coastal Communities ● Hawai‘i Alliance for Community-Based Economic Development ● Hawai‘i Community Foundation ● Climate Change Commission ● Business improvement associations ● Farmers ● Natural resource experts
Key considerations in public process design	● Consider if a community engagement event should be held and best strategies for engagement. ● How should building code updates be balanced with concerns around housing affordability? ● Are repetitive loss properties present and, if so, how are redevelopment or relocation addressed? ● If an event has occurred, has it changed the shoreline or flood zones, and what does this mean for development in the area? ● Should no build zones be introduced to create hazard buffers and how will these be addressed (e.g., fire breaks, riparian zones, conservancies)?

	• What is the best community use for "no build" zones (e.g., flood mitigation, parks, community gardens)? • Which neighborhoods should be prioritized? • Is there a need or preference to relocate public spaces? • Are infrastructure realignments, additions, or other improvements required? • Are receiving zones needed and available/identified for transfers of development rights? • Can this public process be incorporated into Development/Sustainable Communities Plans update or other land use planning process updates?
Case studies	• New York City conducted robust public engagement to address zoning and land use issues in flood prone areas after Hurricane Sandy. The 2019 Zoning for Coastal Flood Resiliency: Planning for Resilient Neighborhoods report was created to improve upon and make permanent existing temporary zoning rules that were adopted on an emergency-basis after the hurricane.[66] • Santa Rosa, California created a Resilient City Permit Center to provide technical assistance and expedited processing for zoning code and building code applications while also waiving permitting fees after the 2017 wildfires.[67] • The Association of Bay Area Governments and the San Francisco Bay Conservation and Development Commission requested assistance from the U.S. Environmental Protection Agency to ensure that housing built in the region's high-growth areas are safe from hazard risks. They conducted a Housing and Community Risk Assessment Project to outline housing growth strategies balanced with seismic and flood risks.[68] • A case study from the Lincoln Institute of Land Policy discusses Home Buyouts in New York State after Superstorm Sandy, including obstacles to participation and how to efficiently relocate residents out of hazardous areas.[69]
Resources	• Disaster Assistance Handbook, American Institute of Architects[70] • Resilience Design Toolkit, American Institute of Architects[71] • Zoning and Disaster Recovery, American Planning Association[72]

- Resilient Building Design Guidelines, City of Hoboken[73]
- Building Codes Save: A Nationwide Study, FEMA[74]
- Stronger Housing, Safer Communities. Strategies for Seismic & Flood Risk: A Manual for Local Governments, Association of Bay Area Governments[75]
- Hawaiʻi is The Only State Not Seeking Federal Buyouts To Move Residents Away From Floods, Civil Beat[76]
- Smart Growth Strategies for Disaster Resilience and Recovery, EPA[77]
- Assessing the Feasibility and Implications of Managed Retreat Strategies for Vulnerable Coastal Areas in Hawaiʻi Final Report, State of Hawaiʻi Office of Planning, Coastal Zone Management Program[78]



SECTION 5

Disaster Recovery Funding and Resources

5 Disaster Recovery Funding and Resources

If a disaster impacts the island of O'ahu requiring Plan implementation, the City will be required to make decisions, allocate resources, prioritize recovery objectives, and design, administer, and implement long-term recovery activities – all while navigating the unfamiliar territory of long-term disaster recovery funding and continuing every day municipal operations.

The City can mitigate this learning curve by proactively developing internal working knowledge about the sources and types of long-term disaster recovery assistance; the schedule and timing of funding distribution; and the benefits, challenges, and considerations associated with each type of aid.

The sources, uses, administrators, and beneficiaries of recovery assistance vary widely, and are often highly dependent on the type and severity of disaster. Funding may be administered and distributed by the City, state, and/or federal agencies, and may support recovery programs implemented by governmental agencies, nonprofit organizations, the private sector, or any combination of the three. Some funding sources may provide immediate financial and logistical assistance to protect life, property, and critical infrastructure. Others are earmarked for long-term rebuilding, and can only be awarded after short- and mid-term resources have been fully exhausted.

Recovery funding types operate on distinct timelines that may overlap or spread apart as shown in Figure 11, creating gaps in services and challenges for implementation and reporting. Recovery funding sources also come with rules about how funds must be spent and reported on, which may include strict eligibility criteria, onerous procurement and contract requirements, and regular documentation of funded activities and expenditures.

The bright side of recovery resource variability is that long-term recovery funding is often very flexible and can be used by local governments and organizations to not only address disaster impacts, but also to support non-disaster-related community development goals, projects, and programs. It is ultimately up to grant-making entities and local recovery leadership to determine which types of assistance should be utilized to best serve impacted communities.

5.1 Recovery Resources Timeline

The Plan focuses on the long-term recovery phase and recovery assistance typically made available after a presidentially declared disaster. However, understanding the overall timeline of pre-disaster preparedness, emergency response, short-term and long-term recovery – and the funding and resources associated with each phase – is critical to understanding how long-term recovery funding is awarded and used.[79]

[79] See the Definitions section.

Figure 11: Federal Assistance Available After Disaster Declaration

Although the focus of this section is on federal recovery funding, there are also funding opportunities and resources at the local and state levels that can be leveraged to enhance disaster recovery and carry out mitigation activities. Non-federal recovery resources range from private grants to debt financing from specialized community development lenders.

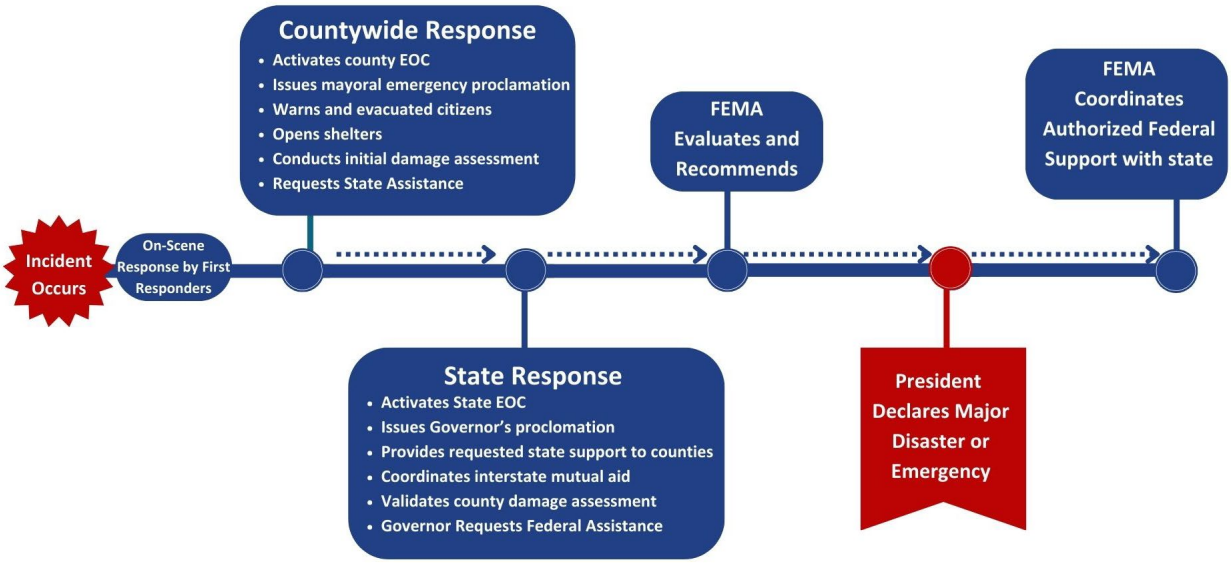
5.1.1 Presidentially Declared Disaster Process to issue Federal funds

Disasters occur when a hazard event results in significant social, economic or environmental impacts. The threshold for when a hazard event becomes a disaster depends on the scale and severity of the event; the unique characteristics, vulnerabilities, and resources of an impacted area; and the overall economic, social, and political context of the incident. The escalation of an event to a state of emergency or presidential declaration can determine the type and amount of government aid for which an impacted area is eligible. However, all disaster response begins at the local level.

Figure 12 shows major disaster declaration request process. When a disaster overwhelms, or is likely to overwhelm, the City's response and recovery capabilities the Mayor may issue an emergency proclamation and request assistance from the state. If the resources required exceed the state's capabilities, the Governor may issue a state of emergency proclamation and request assistance from the federal government to supplement state and City efforts via authorities in the Stafford Act.[80]

[80] The Robert T. Stafford Disaster and Emergency Assistance Act or "Stafford Act" is the statutory authority under which most federal disaster relief is provided.

Figure 12: Presidential Disaster Declaration Process



Federal response and recovery assistance depends on the event exceeding state and City resources, which requires the Governor to issue a state of emergency and initial damage assessments collected by the City to be validated by the state and FEMA. The Governor submits a request detailing disaster impacts to the President who determines, advised by the FEMA, to declare a major disaster or not.

If the President issues a major disaster declaration, the declaration will identify the specific types of assistance or programs being authorized. Not all federal response and recovery programs available under the Stafford Act are approved for every declared disaster. Each program has separate and specific criteria for the types of impacts that must exist for the program to be implemented. A request must be made within 30 days of the date the disaster occurred. The forms of federal assistance approved in the initial major disaster declaration may be expanded by amended proclamations as response and recovery progress or as more information becomes available.

DISASTER EVENT TYPES: NOTICE & NO-NOTICE

Emergencies and disasters can occur with or without warning – a distinction that profoundly affects the way local communities respond to and recover from a destructive event.

The CEMP defines these events as:

- "No-notice" events: occur with little or no warning (Exs: wildfires, explosions, earthquakes, rock/mudslides)
- "Notice" events: occur with enough advance warning for local governments to inform the public, activate readiness measures, and engage higher tiers of government for proactive aid or emergency/disaster declarations (Exs: hurricanes and tropical storms, heat waves, severe precipitation, and flooding)

5.2 Non-Federal Recovery Funding Sources

Post-disaster there are often a myriad of philanthropic initiatives launched to meet the immediate needs of impacted community members addressing issues like food insecurity, housing shortages, and transportation needs. These philanthropic initiatives range from direct volunteer assistance to monetary support. Additionally, many local and national nonprofits and volunteer organizations, like the Hawai'i Voluntary Organizations Active in Disaster (VOAD), may opt to provide in-kind support to survivors, community-based organizations, and local government in the form of volunteers, medical supplies, clothing, equipment, food and water, and other non-monetary aid. An effective recovery requires strong partnerships between the City and community organizations involved in recovery efforts.

5.3 Response and Short-term Disaster Recovery Resources

A presidential disaster declaration makes available an array of federal programs to assist in the response and recovery effort. This section describes the administrative structures, potential uses, benefits, challenges, and considerations associated with federal recovery assistance, as well as critical local, state, and private recovery resources. It includes resources used for response and short-term recovery, but primarily focuses on long-term recovery assistance.

The primary federal funding sources for disaster response and short-term recovery come from FEMA and the U.S. Small Business Administration (SBA), which are triggered by a presidential disaster declaration. The impacts and severity of the disaster will determine which FEMA and SBA funding resources become available, but can include FEMA Individual Assistance, FEMA Public Assistance, and SBA disaster relief loans. FEMA assistance is intended to address immediate and short-term response and recovery needs.

While FEMA programs are only one part of the City's overall response and early recovery process, these programs deliver critical aid to individuals, families, impacted economies, local governments, and public infrastructure and utilities. FEMA disaster programs also produce much of the data required for the City to pursue long-term disaster recovery funding from the federal government, state government, and private or philanthropic sources.

FEMA programs also offer a helpful transition point, as **the majority of FEMA aid concludes about 18 months after a presidentially declared disaster**. [81] At this point, jurisdictions that have been impacted by a major disaster will likely be ramping up or preparing to launch long-term recovery activities, depending upon the speed with which Congress and federal agencies allocate and award long-term recovery dollars.

Federal aid for long-term recovery comes predominantly from the U.S. Department of Housing and Urban Development (HUD) through its Community Development Block Grant-Disaster Recovery (CDBG-DR) and Community Development Block Grant-Mitigation (CDBG-MIT)

[81] Urban Institute. (2021). Why Does Disaster Recovery Take So Long? Five Facts about Federal Housing Aid after Disasters. Available at: https://www.urban.org/urban-wire/why-does-disaster-recovery-take-so-long-five-facts-about-federal-housing-aid-after-disasters.

programs, which provide flexible funding to help jurisdictions recover from presidentially declared disasters and mitigate future risk. See Appendix E for an overview of other federal funding sources available after a disaster declaration.

5.3.1 FEMA Assistance

The FEMA Individual Assistance (IA) Program aims to alleviate the immediate hardships experienced by individuals and households impacted by disasters and to restore pre-disaster community resources and conditions. FEMA IA will generally not cover all losses experienced by households and only provides funds for critical repairs to make a home livable. The maximum amount of FEMA IA for home repair in fiscal year 2023 was $41,000.[82] Eligibility is based on disaster severity and specific criteria established by FEMA for a given disaster. FEMA collaborates and partners with the State and City to disburse aid and provide services to impacted people.

FEMA INDIVIDUAL ASSISTANCE

Timing of Assistance:	Immediately after a disaster
Eligible Recipients:	Homeowners and renters affected by a presidentially declared disaster
Eligible Uses:	Lodging expenses, home repair/replacement assistance, rental assistance, personal property assistance, transportation assistance, reimbursements for other critical expenses

[82] FEMA. FAQ: FEMA's Individual Assistance Program. Available at: https://www.fema.gov/fact-sheet/faqs-typhoon-mawar-guam-about-femas-individual-assistance-program#:~:text=FEMA%20percent20assistance%20percent20only%20percent20provides%20percent20funds,is%20percent20%20percent2441%20percent2C000%20percent20for%20percent20Home%20percent20Repair.

The FEMA Public Assistance (PA) Program aims to support the recovery, rebuilding, and restoration of public infrastructure and essential services damaged or destroyed by the disaster.

FEMA PUBLIC ASSISTANCE

Timing of Assistance:	Immediately after a disaster
Eligible Recipients:	States, territories, tribes, local governments, or private nonprofit organizations, for emergency or permanent work within the designated disaster area
Eligible Uses:	Debris removal, emergency protective measures, and the restoration of disaster-damaged, publicly owned facilities

5.3.2 US Small Business Administration Disaster Recovery Loans

The Small Business Administration (SBA) Disaster Recovery Loan program is designed to help businesses, homeowners, renters, and local economies recover from natural or declared disasters.[1] SBA assistance is primarily delivered via low-interest loans that aid in the repair, rebuilding, or replacement of damaged property and assets. FEMA and SBA may work together to speed applicant intake and disbursement of funding across similar beneficiaries.

U.S. SBA DISASTER RECOVERY LOANS

Timing of Assistance:	Immediately after a disaster
Eligible Recipients:	Businesses, private nonprofit organizations, homeowners, and renters affected by declared disasters
Eligible Uses:	Repair or reconstruction of real estate; repair or replacement of equipment, furniture, and other personal property damaged or destroyed by a disaster; relocation assistance for renters and homeowners; provision of working capital for businesses and organizations; or support for mitigation activities

The program offers two primary types of disaster recovery loans: physical damage loans and economic injury disaster loans (EIDLs). Physical damage loans assist businesses, homeowners, and renters located in disaster-impacted areas to restore or replace physical assets like real estate, equipment, and inventory. EIDLs provide working capital to small businesses, small agricultural cooperatives, and most private nonprofit organizations located in a declared disaster area to meet their financial obligations, and to pay ordinary and necessary operating expenses.

5.4 Long-Term Disaster Recovery Resources

The following overview focuses on CDBG-DR, which refers to supplemental Congressional appropriations for disaster recovery administered through HUD's Community Development Block Grant (CDBG) program. CDBG-DR funding is reserved as a "last source" of recovery funding in response to extraordinary impacts from disasters and can be applied only after all other forms of disaster assistance have been exhausted. Although the increased frequency and severity of major disasters in the U.S. have made CDBG-DR funding an increasingly vital and recurrent component of long-term recovery for impacted communities.[83] For example, over the past 10 years Congress has appropriated nearly $67.8 billion in CDBG-DR funding.[98]

Unlike FEMA and SBA assistance, which are triggered by a disaster declaration, funding through the CDBG-DR program is only made available through a Congressional allocation. This distinction often results in inconsistent and sometimes unpredictable timelines for federal distribution of recovery dollars, which in turn can cause timing issues for local governments and gaps in critical assistance for communities – particularly during the transitional period in which federal emergency assistance wanes and long-term recovery funding becomes available.

CASE STUDY: 2018 KĪLAUEA ERUPTION

Following the 2018 Kīlauea eruption, the County of Hawai'i created two grant programs funded by the state legislature and additional donations: Puna Strong and the Kīlauea Recovery Grant Program. Puna Strong, supported by the County of Hawai'i and Hawai'i Community Foundation, provided funding to nonprofits to support community issues, including mental health, food production, environmental protection, disaster readiness, and other support services.

The Kīlauea Recovery Grant Program provided recovery funds to community nonprofit organizations to serve disaster relief, mitigation, or remediation assistance for physical damage or losses from the Kīlauea eruption.

Because CDBG-DR appropriations are made at the discretion of HUD, the nature of the overall time frame from disaster to grant agreement and implementation varies widely making CBDG-DR funding unpredictable. From an Urban Institute report released by HUD examining a sample of CDBG-DR housing programs, the average CDBG-DR housing activity starts distributing funds 20 months after the disaster and is still distributing funds two years after the disaster.[84] This leaves a potential two month or longer gap between disaster response and short-term recovery funds and long-term funding sources.

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[83] Basically CDBG – Chapter 21, CDBG-DR. Available at: Chapter 21 - Disaster Recovery (CDBG-DR) (hudexchange.info).

[84] Urban Institute. (2021). Why Does Disaster Recovery Take So Long? Five Facts about Federal Housing Aid after Disasters. Available at: https://www.urban.org/urban-wire/why-does-disaster-recovery-take-so-long-five-facts-about-federal-housing-aid-after-disasters.

Further, CDBG-DR funds require a substantial lift to access and expend. Years can pass between a disaster, the first expenditure of CDBG-DR funds, and when those CDBG-DR-funded activities are completed. Grantees with the capacity and institutional knowledge to quickly stand up a recovery governance structure meeting the federal requirements for CBDG-DR funds are best able to manage the transition. Additionally, some of the initial work in receiving FEMA assistance, like data gathering and damage assessments, can be leveraged into a coordinated CDBG-DR effort and inform a grantee's understanding of unmet recovery needs in its CDBG-DR action plan.

CDBG-DR funding differs from other types of disaster recovery and community development assistance in a few critical ways:

CDBG-DR Funding Requires a Congressional Appropriation. Unlike the CDBG program and other recovery assistance programs administered by FEMA or SBA, CBDG-DR funds are not permanently authorized – meaning funds are not disbursed on a set schedule or according to a specific trigger or set of criteria. Instead, Congress may choose to authorize CDBG-DR funds on an ad hoc basis after the President of the United States declares a major emergency.

CDBG-DR Funding Addresses Unmet Needs. CDBG-DR can be viewed as "last defense funding" to address needs in an impacted area not addressed by other federal programs and can neither supplant nor duplicate any other recovery assistance programs.[85] Beneficiaries of CDBG-DR funding cannot receive assistance from multiple sources for a particular recovery purpose, and the amount received cannot exceed the amount needed for a particular recovery purpose.[86] For example, repairs to a facility damaged during a disaster are estimated to cost $1million. If the City received an insurance settlement of $1 million dollars and $50 thousand dollars from HUD, there would likely be a duplication of benefits of $50 thousand dollars.

CDBG-DR Activities and Administration are Flexible. While grantees must comply with CDBG-DR regulations for program design and implementation, the funds are relatively flexible and can be used for activities "related to disaster relief, long-term recovery, restoration of infrastructure and housing, economic revitalization, and mitigation."[87] This means how states administer or manage those funds is up to the states—grantees can administer CDBG-DR programs directly or distribute funds to subrecipients or subgrantees (local jurisdictions and organizations) who then implement their own programs locally. This flexibility allows communities to direct funding toward more

[85] HUD. (2020). CDBG-DR Overview. Available at: https://www.hud.gov/program_offices/comm_planning/cdbg-dr/.

[86] HUD. Duplication of Benefits Case Studies. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Duplication-of-Benefits-Slides.pdf.

[87] Office of the Assistant Secretary for Community Planning and Development, HUD. 88 FR 3198.

conventional recovery activities as well as programs and projects that further general community development goals.[88]

5.4.1.1 How are CDBG-DR Funds Awarded to Local Governments?

To receive and expend the funds, grantees must carry out required activities as shown in Figure 10. In March 2023, HUD announced the establishment of an Office of Disaster Recovery within the Office of Community Planning and Development.[1] The new HUD office was created with the aim of increasing capacity to expedite recovery processes and the allocation of CDBG-DR funding.

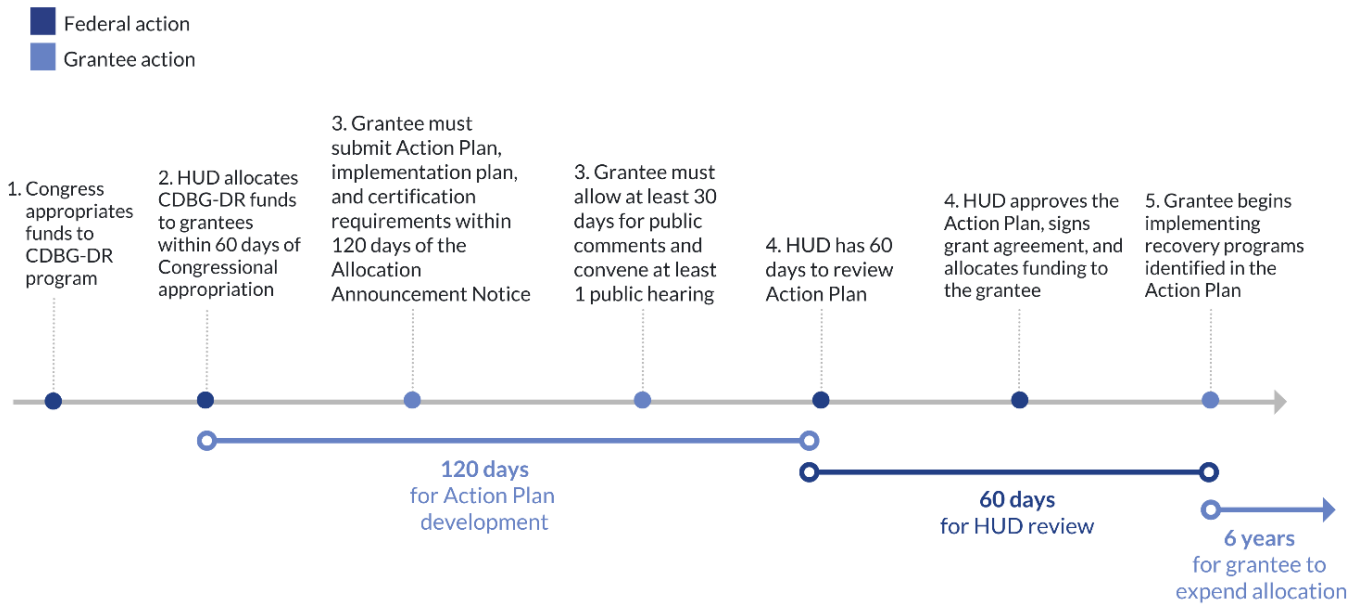
CDBG-DR FUNDING OVERVIEW

Time of Assistance:	Months to years after a disaster, requires Congressional appropriation
Eligible Recipients:	Jurisdictions impacted by a presidentially declared disaster with a congressional CDBG-DR allocation
Eligible Uses:	Expenses related to disaster relief, long-term recovery, restoration of infrastructure and housing, economic revitalization, and mitigation
Time to Grant Completion:	6 years, depending on Federal Register Notice

These organizational changes may impact how CDBG-DR funding is managed and distributed in the future.

[88] Holzer, M., & Schwester, R.W. (2019). Public Administration: An Introduction (3rd ed.). Routledge. https://doi.org/10.4324/9780429507878.

Figure 13: CDBG-DR From Appropriation to Recovery Programs



1. **Congress Appropriates Funds to CDBG-DR Program:** Once the President issues a major disaster declaration, Congress can choose to appropriate funding to the CDBG-DR program.
2. **HUD Allocates CDBG-DR Grant Awards to Grantees:** After Congress appropriates funding to the CBDG-DR program, HUD calculates awards based on disaster damage data and a potential grantee's unmet needs.[89] HUD formally announces by publishing the CBDG-DR awards in the Federal Register Notice, and outlines the eligible recovery activities, program requirements (including the portion of funds that must be spent in low- and moderate-income communities), and appropriation-specific waivers or alternative requirements.[90] HUD must announce CDBG-DR awards within 60 days of a Congressional appropriation.
3. **Grantee Submits Action Plan to HUD:** A grantee has 120 days from the date of the notice of HUD allocation to submit a final Action Plan and certification documentation to HUD. The Action Plan lays out how the grantee plans to allocate a CDBG-DR award among eligible activities, including baseline data, impact assessments, estimated funds needed per program, demographics of target populations, and the administration of CDBG-DR funds. Developing an Action Plan requires coordination and data from other funding sources and agencies like FEMA and SBA. Certification documentation is due within the same 120-day period and includes financial management and grant compliance

[89] Unmet needs, as defined by HUD, are community recovery needs that are not covered by other sources and can be covered by CDBG-DR funds. CDBG-DR funding has flexibility that allows grantees to identify recovery needs that may not have been identified under other programs, including housing, infrastructure, and economic recovery needs.

[90] HUD. Fact Sheet: CDBG-DR. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Fact-Sheet.pdf.

certifications and an implementation plan outlying a grantee's capacity to manage CDBG-DR funds.

4. **HUD Approves Action Plan and Signs Grant Agreement:** Once the potential grantee submits an Action Plan to HUD, HUD has 60 days to review the Action Plan and request changes. After the Action Plan is approved, HUD and the grantee enter into a grant agreement establishing conditions of the grant.
5. **Grantee Implements CDBG-DR Programs:** After approval of the Action Plan, HUD awards grants to state and local governments (grantees), who can then begin implementing recovery programs identified in the Action Plan. Grantees can distribute the aid either directly or through subrecipients, such as local nonprofits, community organizations, or contractors.[98] Grantees determine the application process and requirements that individuals, organizations, and jurisdictions must follow to receive aid.[91] Grantees are also responsible for monitoring and compliance, to ensure funds are spent in compliance with HUD requirements.

5.4.1.2 CDBG-DR Requirements and Activities

HUD uses damage estimates and other data from FEMA and SBA to determine the eligible grantees, geographical areas to be served or prioritized, and allocation amounts. This is because CDBG-DR funds can only be spent to meet the recovery unmet needs caused by the disaster(s) as specifically stated in the appropriation and Federal Register Notice. Typically, appropriations further limit the use of funds to the "most impacted and distressed" areas resulting from a major disaster, as identified in the Federal Register Notice.[92]

CDBG-DR grant funds can support a wide range of recovery activities, especially in low-income areas which may otherwise have more difficulty recovering. A majority of CDBG-DR funds must be used for activities that benefit low- and moderate-income persons in the disaster-impacted area.

CDBG-DR funds are commonly used for housing, infrastructure, economic development, social services, and community planning recovery activities. They can also cover grantee administration of funds. Each CDBG-DR activity must address a direct or indirect disaster-related impact, be a CDBG eligible activity, and meet a CDBG national objective.[93]

Typical CDBG-DR recovery activities include:

- The acquisition and relocation of flood-damaged housing;
- Relocation payments for people and businesses displaced by a disaster;
- Debris removal not covered by FEMA;

[91] Legal Aid Disaster Resource Center. (2020). The Community Development Block Grant Disaster Recovery Program. Available at: https://www.ladrc.org/wp-content/uploads/2020/11/CDBG-DR-Overview-A_Final-dated.pdf.

[92] HUD. Fact Sheet: Community Development Block Grant Disaster Recovery. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Fact-Sheet.pdf.

[93] HUD. (2023). Community Development Block Grant Disaster Recovery Overview. Available at: https://www.hud.gov/sites/dfiles/CPD/documents/CDBG-Disaster-Recovery-Overview.pdf.

- Rehabilitation of homes and buildings damaged by a disaster;
- Buying, constructing, or rehabilitating public facilities such as streets, neighborhood centers, and water, sewer, and drainage systems;
- Code enforcement;
- Homeownership activities such as down payment assistance, interest rate subsidies, and loan guarantees;
- Public services such as employment services, child care, health services, fair housing counseling, or education programs;[94]
- Helping businesses retain or create jobs in disaster impacted areas;
- Planning activities such as data gathering, planning studies and analyses; and
- Grant administration costs.[95]

Grantees that receive CDBG-DR funds will need to determine how recovery programs will be implemented, who will implement them, and how they will manage monitoring and compliance. Accessing and expending CDBG-DR funding and implementing recovery programs can require significant capacity and expertise in disaster recovery funding and grant management. HUD provides resources for assessing capacity and identifying how to meet capacity needs.[96]

5.4.2 Differences between CBDG and CBDG-DR

While O'ahu has not yet received CDBG-DR funds for a presidentially declared disaster, City staff have extensive experience and expertise with an adjacent federal program used for non-disaster community development: the Community Development Block Grant (CDBG) program. CDBG funds are administered at the City level by the Department of Budget and Fiscal Services and the Department of Community Services. These departments work closely with the Department of the Corporation Counsel to ensure the City expends and manages funds in compliance with federal regulations and requirements.

CDBG and CDBG-DR are separate funds with distinct goals, requirements, and administrative and implementation challenges. HUD awards annual CDBG grants to entitlement community[97] grantees to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services. The CDBG-DR program focuses on long-term recovery and revitalization

[94] HUD Exchange. Basically CDBG State Chapter 7: Public Services. Available at: https://www.hudexchange.info/sites/onecpd/assets/File/Basically-CDBG-State-Chapter-7-Public-Services.pdf.

[95] Smith, G. (2014). Disaster Recovery Funding: Achieving a Resilient Future. Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery. Available at: https://www.ncbi.nlm.nih.gov/books/NBK316517/.

[96] HUD. CDBG-DR Toolkit. Available at: https://www.hudexchange.info/programs/cdbg-dr/toolkits/program-launch/.

[97] Entitlement communities include principal cities of Metropolitan Statistical Areas (MSAs), metropolitan cities with populations of at least 50,000, and urban counties with populations of at least 200,000 (excluding the population of entitlement community cities in that county).

and its funds offer more flexible, grant-based assistance to impacted communities from certain presidentially declared disasters.[98]

The City's established CDBG programs and working knowledge of overarching HUD and CDBG requirements lay a solid groundwork for administering more complicated CDBG-DR funds and implementing programs in the event of a presidentially declared disaster.

5.5 Mitigation Resources

After a disaster, when rehabilitation and rebuilding of housing, businesses, and critical infrastructure is already underway, there is an opportunity to integrate mitigation efforts into the process and federal funding is available to address these mitigation needs. Mitigation activities increase resilience to and reduce the risk of hazards by lessening the impact of future disasters. The implementation of pre- and post-disaster mitigation activities requires a coordinated effort among state agencies and various City departments. Additionally, decision-making about the types of mitigation activities and program design should occur with the input of local communities and a comprehensive assessment of mitigation needs.

This section provides an overview of mitigation funding administered by HUD and FEMA to disaster-impacted jurisdictions.

5.5.1 CDBG-DR Mitigation Set-Aside

CDBG-DR requires mitigation and resilience activities be incorporated into recovery activities. CDBG-DR provides funding specifically for mitigation activities through its mitigation set-aside, which allows grantees to use 15 percent of a CDBG-DR allocation for mitigation activities to reduce future risk from disasters.[99]

The mitigation set-aside provides extra flexibility for grantees, as these funds can support activities specific to the qualified disaster and to further mitigation goals that benefit the impacted community. The mitigation set-aside can be used for recovery activities with or without a direct tieback to the declared disaster, so long as activities without a tie back incorporate mitigation measures into recovery programs and projects.

5.5.2 CDBG-MIT

The CDBG-DR mitigation set-aside is currently the primary way in which HUD requires grantees to consider mitigation in the implementation of their recovery programs. In past years, HUD allocated mitigation funding through the CDBG-MIT program. This program allows areas that were impacted by federally declared disasters in 2015, 2016, and 2017 to carry out activities to mitigate disaster risks.[100]

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[98] HUD Exchange. Community Development Block Grant. Available at: https://www.hudexchange.info/programs/cdbg/.

[99] HUD. Community Development Block Grant Disaster Recovery (CDBG-DR) Mitigation Set-Aside Funds. Available at: https://www.hud.gov/sites/dfiles/CPD/documents/CDBG-DR_Mitigation_Set-Aside.pdf.

[100] HUD Exchange. CDBG-MIT Overview. Available at: https://www.hudexchange.info/programs/cdbg-mit/overview/.

While not currently active, the CDBG-MIT program's history is instructive when considering HUD-funded mitigation actions. CDBG-MIT was designed to complement other federal programs that address hazard mitigation to create a more cohesive mitigation effort at the federal, state, and local level. CDBG-MIT funds could be used in combination with other federal mitigation funding like FEMA's Building Resilient Infrastructure and Communities (BRIC) to carry out high-impact activities.[101]

Past CDBG-MIT activities have included:

- Flood control and drainage improvements;
- Infrastructure improvements and green infrastructure;
- Buyouts and acquisitions;
- Homeowner elevation or storm hardening activities; or
- Hazard mitigation and resilience planning.

For more information on potential post-disaster mitigation activities, see Long-term Recovery Mitigation Recommendations.

5.5.3 FEMA Hazard Mitigation Programs

The FEMA Hazard Mitigation Grant Program is made available following a major disaster declaration, and a portion of the total federal cost of the disaster is made available as mitigation grant funding to the affected state. Funding must be used to implement long-term hazard mitigation measures that reduce the risk of future natural disasters. All local jurisdictions within the state can apply for HMGP grant funding, regardless of whether or not they were part of the declared disaster area. Private non-profits can also apply directly for Hazard Mitigation Grant Program funding.

FEMA also administers several other Hazard Mitigation Grant assistance programs, including the Pre-Disaster Mitigation Grant Program, Flood Mitigation Assistance Grant Program, and Building Resilient Infrastructure and Communities. These programs can be used to fund mitigation actions before or after a disaster event.

[101] ICF. (2020) CDBG-MIT 101: Understanding HUD's Community Development Block Grant mitigation funding. Available at: https://www.icf.com/insights/disaster-management/hud-cdbg-mit-101-funding.

SECTION 6

Plan Maintenance and Evalutation

6 Plan Maintenance and Evaluation

The Plan is not intended to be a static document, but rather a foundation to encourage regular review of long-term disaster recovery governance and action. CCSR is responsible for working with other City departments to review the Plan on an annual basis and drafting a formal update every five years. DEM is responsible for reviewing the plan to ensure consistence with and incorporate Plan revisions into the HNL-CEMP. Establishing a practice of regular review and updating progress on recovery policies and procedures will enable the City and its partners to be better prepared for the next disaster.

A central value of the Framework is that community members affected by disasters should have a voice in recovery planning, evaluation, and execution. This requires communication and involvement with community members before, during, and after long-term recovery processes take place. Establishing clear expectations for pre- and post-emergency and recovery communications will help the City achieve a fair and inclusive recovery. To advance pre-disaster community planning initiatives and resilience efforts, the City should strive to work with CAG members or other relevant community stakeholders annually in concert with the City's annual meeting.

6.1.1 Annual Review and Informal Updates

During annual plan review, the City and other stakeholders involved in the process have an opportunity to revise or refine elements of the Plan as needed to reflect the progress and priorities of the City over time. The goal of annual meetings should be to conduct targeted updates and incrementally improve the Plan. Stakeholders involved with the annual review process should include, at a minimum, CCSR, DEM, City Leadership, departments identified in the RMTs, and the CAG.

Annual meeting(s) may include:

- Review and evaluate Plan components:
  - Disaster Recovery Governance Structure;
  - Recovery Management Teams structure and leadership;
  - Roles and Responsibilities;
  - Recovery Action Area priorities, progress, and strategies; and
  - Potential community support agencies, community support networks, and community engagement strategy.
- Review and evaluate resources, or potential resources, to implement recovery strategies including:
  - Recovery plans, policies, and procedures;
  - Completed or in-progress mitigation activities; and

  - Alignment of the Plan with any updates to other relevant planning documents (e.g., Comprehensive Emergency Management Plan, Multi-Hazard Pre-Disaster Mitigation Plan).
- Conduct the Annual Capacity Building Exercise
- Convene a CAG Meeting to review and evaluate the Plan's:
  - Mission statement;
  - Stakeholder engagement principles and strategies;
  - Guiding principles;
  - Recovery Action Area priorities, progress, and strategies; and
  - CAG membership.

Gathering and synthesizing stakeholder input during Plan updates can become a time-intensive task. Fortunately, there is a variety of tools available to streamline the process of collecting and organizing feedback from City department staff, community stakeholders, and the general public, including web-based document comment collection platforms (e.g., Konveio, PRODocs) and online surveys or questionnaires with automated data organization and analysis (e.g., SharePoint, Survey Monkey, etc.). The City can develop comment and insight collection tools, distribute them prior to Plan update meetings, and use resulting feedback to inform Plan review sessions.

6.1.2 5-Year Formal Update

Per Ordinance 20-47, CCSR is to update the Plan every five years and intends for the update to coincide with the required update of the City's Local Hazard Mitigation Plan. This update frequency allows the Plan to be informed by the latest risk and vulnerability assessments in the City's Local Hazard Mitigation Plan, as well as update organizational and demographic information. Updates or changes from annual reviews should be incorporated into the 5-year formal updates. Formal updates to the Plan will also require alignment with the updates to the Oʻahu General Plan and Development and Sustainability Communities Plans, as applicable. Stakeholders involved with the 5-year formal update should include, at a minimum, CCSR and DEM.

The 5-year formal update should include criteria described for the annual review.

6.1.3 Post-Disaster Evaluation

Following a disaster event where the Plan is activated, the Plan should be evaluated using the criteria described in the Annual Review. The Local Disaster Recovery Coordinator should work with City Leadership, RMTs, the CAG, and other stakeholders to evaluate and update the Plan as needed to meet the City's post-disaster recovery need.

APPENDIX A

Actions and Next Steps

Appendix A: Actions and Next Steps

The City will take the following actions to implement and support the Plan's mission. In accordance with Revised Ordinances of Honolulu (ROH) § 2-10.11(4), implementation progress will be assessed annually and a full review and/or revisions will be made on the five-year plan update cycle. The majority of actions are intended to be taken before a disaster in support of more efficient and effective long-term disaster recovery. However, some may best be addressed in the early stages following a major catastrophic disaster event.

1.1 Actions to Establish the Long-Term Disaster Recovery Framework

To effectively execute the Framework (Section 3), the City will implement the pre- and post-disaster staffing and governance activities identified below.

1.1.1 Conduct staff capacity assessment for long-term recovery

While the staff and types of recovery activities may differ depending on the scope and scale of a disaster, any recovery operations will require increased capacity from staff, temporary staff augmentation, or a shift in responsibilities. Conducting a staff capacity analysis helps identify potential staffing gaps and the need for specific job functions or duties in future hiring. City agencies, along with the Department of Human Resources, may work with the City Recovery Coordinator or RMTs before or after a disaster to draft position descriptions for potential staff augmentation and expedited hiring post-disaster. Identifying and addressing capacity gaps will enable the City to carry out an effective and timely recovery.

1.1.2 Hire or identify a Local Disaster Recovery Coordinator

Following a disaster event that requires implementation of the Plan, the City will identify existing staff or external individuals for the role of Local Disaster Recovery Coordinator(s). The structure and authority of this leadership role will ultimately be determined by the Mayor and Managing Director, with input from Cabinet Directors. See Section 3 for more details on the Local Disaster Recovery Coordinator role.

1.1.3 Amend Revised Ordinances of Honolulu (ROH) § 6-56 to allow the City to use Reserve for Fiscal Stability funds for Disaster Recovery Activities and Grants

The ROH designates dollars held in the "reserve for fiscal stability fund" for use during unexpected economic and revenue downturns and emergency situations. Appropriation of fiscal stability funds can be triggered under certain economic conditions, including sudden increases in unemployment; significant declines in tax revenues, other City fund revenues, and taxable real property; increases in non-discretionary expenditures; or under emergency declaration from the state governor or President of the United States. While fiscal stability funds can be appropriated to address the emergency declaration period after a disaster, the current ordinance does not allow the City to utilize those funds for disaster recovery after the emergency period has expired.

The City will consider amending ROH § 6-56 to allow the City to use fiscal stability funds for disaster recovery activities and grants or amend Chapter 6 to establish a separate "disaster recovery fund" with conditions and triggers specific to potential disaster impacts and long-term recovery needs.

1.2 Actions for a Timely and Effective Recovery

After a disaster, those involved in response and recovery are focused on meeting community needs and responding effectively and in a reasonable time frame. Identifying and implementing strategies for improving recovery prior to a disaster can lessen the burden on the City in the aftermath of a disaster. The actions below, or elements of them, may be implemented pre-disaster to improve post-disaster recovery.

1.2.1 ADOPT A DISASTER RECONSTRUCTION FRAMEWORK ORDINANCE

A disaster reconstruction framework ordinance establishes the legal authority and basic standard operating procedures for how permitting and regulation of private property reconstruction will move forward after a disaster event. It can also provide opportunities to increase community resilience by incorporating mitigation actions or standards.

A disaster reconstruction ordinance establishes emergency powers during short-term recovery, such as regulations dealing with temporary modifications to building standards, environmental clearances, or temporary use and repair permits.[1] A disaster reconstruction ordinance may include:

- Debris clearance and hazard abatement;
- Expedited permitting for minor repairs;
- Moratoria on new development or rebuilding in severely impacted areas;
- Damage assessments;
- Environmental clearances; and/or
- Other special or temporary regulations related to land use or development.[2,3]

The disaster reconstruction framework ordinance should be designed to allow enough time before redevelopment begins to assess damage and determine pathways for resilient post-disaster reconstruction. The ordinance should include parameters and guidance depending on specific types of hazard events and determine eligibility duration. The ordinance should be updated and amended, as necessary, after a disaster event. *Guidance for Disaster Recovery*

[1] American Planning Association. (2014). Adopt a Pre-Event Recovery Ordinance. Available at: https://planning-org-uploaded-media.s3.amazonaws.com/document/post-disaster-paper-8-recovery-ordinance.pdf.

[2] American Planning Association. Adopt a Pre-Event Recovery Ordinance. Available at: https://www.planning.org/publications/document/9139474/.

[3] Courtney, C.A; Gelino, K; Romine, B.M.; Hintzen, K.D.; Addonizio-Bianco, C.; Owens, T.M.; Lander, M.; and Buika, J. 2019. Guidance for Disaster Recovery Preparedness in Hawai'i. Prepared by Tetra Tech, Inc. for the University of Hawai'i Sea Grant College Program and State of Hawai'i Department of Land and Natural Resources and Office of Planning, with funding from National Oceanic and Atmospheric Administration Office for Coastal Management award no. NA16NOS4730016.

Preparedness in Hawai'i provides a model reconstruction ordinance that could be used as a starting point for the City.[4]

1.2.2 Track emergency disaster repairs in the Department of Planning and Permitting (DPP) database

DPP maintains a database for tracking permitting in the City. Currently, emergency repairs after a disaster are not flagged as emergency repairs in the database making tracking and locating these extremely difficult. This makes it difficult to determine what disaster event caused the need for repairs, and if certain areas are being affected by disasters more frequently.

DPP and database developers within the City will consider adding a way to distinguish disaster-related emergency repairs in the permitting database by disaster event type (e.g. storm flooding damage, wildfire damage, etc.) as well as named/specific events to allow for regional trend visualization. This would provide a simple way of tracking damaged properties tied to specific events, which would allow for the ability to access federal funding more quickly. This type of flag in the database would also allow for planners within the City to analyze repeatedly affected properties over time and assess where to prioritize recovery efforts, as well as ensure compliance with City and federal requirements of the National Flood Insurance Program, and/or other City ordinances that have specific thresholds for substantial improvements that may require further code compliance.

1.2.3 Maximize use of the Clean Water and Natural Lands Fund

The Clean Water and Natural Lands Fund is a charter-mandated conservation fund within the City, currently managed in-part by BFS and DLM. Funds may be used for the purchase of, or acquisition of, real estate or any interest therein for land conservation, including watershed protection, protection of forests, beaches, agriculture, outdoor recreation, historic or culturally important sites, significant habitats or ecosystems, or conservation to reduce erosion, floods, landslides, and runoff.[5] Once acquired, funds may be used to operate, maintain, and manage the land to protect, maintain, or restore resources at risk, such as infrastructure, environmental remediation, or improvements to provide for public access and use of the land.

Based on departmental interviews, the Clean Water and Natural Lands Fund is currently underutilized. The City will develop a strategy to maximize the use of the fund and how it can be used to increase climate hazard risk reduction. City departments should coordinate to develop strategies for acquisition and conservation of priority areas.

1.2.4 Update and incorporate disaster recovery and resilience into existing City plans

Per ROH § 2-10.11(4), CCSR is to update the Plan every five years and intends for the update to coincide with the required update of the City's Multi-Hazard Pre-Disaster Mitigation Plan (i.e.,

[4] Courtney, C.A; Gelino, K; Romine, B.M.; Hintzen, K.D.; Addonizio-Bianco, C.; Owens, T.M.; Lander, M.; and Buika, J. 2019. Guidance for Disaster Recovery Preparedness in Hawai'i. Prepared by Tetra Tech, Inc. for the University of Hawai'i Sea Grant College Program and State of Hawai'i Department of Land and Natural Resources and Office of Planning, with funding from National Oceanic and Atmospheric Administration Office for Coastal Management award no. NA16NOS4730016.

[5] City and County of Honolulu. Clean Water and Natural Lands. Available at: https://www.honolulu.gov/cwnl.html.

Local Hazard Mitigation Plan). This update frequency allows the Plan to be informed by the latest risk and vulnerability assessments, as well as updated organizational and demographic information.

Disaster recovery and resilience policies will be incorporated into other City plans and updated regularly. The *O'ahu General Plan* includes an objective and subsequent policies related to disaster preparedness. Updates to regional plans such as *Development Plans* and *Sustainable Communities Plans* have started to and will further consider and incorporate disaster recovery and resilience planning.

1.2.5 Provide capacity building, support, and training for local organizations and residents involved in recovery

An effective recovery requires strong partnerships between the City and community organizations involved in recovery efforts. Community organizations are often some of the first to mobilize after a disaster to provide relief and support to impacted community members. This is particularly true on O'ahu, where unique geographical challenges could lead to delays in response or supplies from the continental United States. Coordination among nonprofits, mutual aid networks, other philanthropic institutions, and City leaders and staff will be crucial to managing a timely and responsive recovery.

The City will strengthen, build, and maintain partnerships with local community organizations involved in recovery. The City will also work with community organizations to develop and distribute tools and/or resources for homeowners, renters, business owners, workers, and building developers on recovering from disasters and how to mitigate future risk.

Many strategies under this Plan's RAAs, like housing, economic recovery, and natural and cultural resources, will be implemented with the guidance or leadership of community organizations. After a disaster event where the Plan is implemented, the City will work with its community partners and provide support implementing long-term recovery activities.

1.3 Actions to Prepare for Federal Funding for Long-Term Recovery

Federally funded disaster recovery programs are subject to federal regulations and requirements that may hinder the grantees' ability to stand up programs quickly and efficiently. There are a few key activities the City can undertake pre-disaster to provide a solid foundation from which to deliver a recovery program after a disaster.

1.3.1 Set up pre-positioned or draft pre-event contracts

A pre-positioned contract allows for a procurement process before a disaster occurs, reducing post-disaster decision-making and ensuring resources are readily available for a faster recovery. Pre-event contracts can be drafted for any anticipated goods and services needed during recovery, including contracts with qualified contractors for services like debris removal, disaster recovery consulting services, or with vendors for recovery and reconstruction supplies.

For example, HUD CDBG-DR funding is subject to federal requirements that may necessitate changes to relevant City practices and policies, like procurement. Grantees must comply with federal procurement regulations to access CDBG-DR funding. Pre-positioned contracts, or contracts for goods and services established prior to a disaster, enable the City to identify and draft procurement standards that align with federal regulations without the stress of concurrent disaster response efforts. The City will research requirements for contracts using federal post-disaster funds to draft and/or pursue pre-event contracts for effective and compliant post-disaster services and needs.

1.3.2 Establish a Centralized Pre-Qualified List of Contractors and Vendors for Administering Recovery Programs

Similar to pre-positioned contracts, maintaining a pre-qualified list of contractors and vendors for recovery allows for a more efficient and streamlined recovery. Contractor qualifications demonstrating comprehension of and ability to conform to statutory and regulatory requirements for federal funding can be set up in advance of a disaster to reduce service delays. The City may also consider establishing criteria for ranking pre-qualified contractors as candidates for implementing potential federal recovery programs.

1.3.3 Establish Clear, Streamlined, and Organized Financial Management Systems for Federally Funded Recovery Activities

Delays in receiving and disbursing funding can cause downstream delays in procurement and paying contractors, and addressing community recovery needs. The City will develop an organized and standardized system of categorizing, tracking, and reporting on expenditure of federal funds. This will simplify coordination around external audits and federal agency monitoring and compliance. Additionally, some pre-award activities may be eligible for, e.g., CDBG-DR allocation reimbursement, and thus staff time and activities will need to be tracked. HUD provides resources on monitoring to ensure programs are in compliance with regulations, which will inform the pre-disaster research and systems development.[6]

1.3.4 Coordinate with Community Nonprofits and Potential Subrecipients

Recovery programs under CDBG-DR and/or other federal funding sources may be implemented by the grantee or through subrecipients. City staff will coordinate with local nonprofits and organizations involved in disaster response and recovery to both understand the unmet community needs and identify potential programs or activities to mitigate those needs. Relationships established under the Recovery Action Areas (RAAs) are discussed in Section 3.5.

The Framework (Section 3) will be leveraged to provide insight into community needs and resources for program development and implementation. A close relationship with local nonprofits allows those organizations to become familiar with the regulations and limitations

[6] HUD Exchange. Disaster Recovery Library: Monitoring and Compliance. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/monitoring/#all-resources.

around expending federal recovery funds to ensure compliance. HUD publishes resources for subrecipient monitoring and engagement.

APPENDIX B

Recovery Management Team Activities

Appendix B: RMT Priority Implementation Activities

The Recovery Management Teams (RMTs), with direction from the CRC, Mayor, and City Council, are responsible for the implementation and day-to-day management of recovery activities. This includes interfacing with residents and recovery beneficiaries, delivering services and programs, disbursing funds and resources to City departments and non-governmental organizations, and managing recovery projects. There are five RMTs proposed for the City:

1. **Planning & Policy Development**
2. **Purchasing & Legal Services**
3. **Financial & Grants Management**
4. **Operations & Coordination**
5. **Outreach & Communications**

Recovery Leadership will ultimately be responsible for designating lead and supporting departments and agencies for the RMTs, and for right-sizing and customizing RMT structures to best manage recovery needs. Organizing resources, staff, and expertise into RMTs helps Recovery Leadership ensure all critical recovery responsibilities are assigned.

The RMTs are composed primarily of existing City departments and staff, partner organizations and entities, as well as any additional hires, contractors, and/or consultants. Involvement by City departments and external partners may scale up or down depending on the type and scope of the disaster and during different phases of the recovery process. The City should confirm and formalize the general structure and staffing within each RMT in the pre-disaster planning stage. Each RMT is broken down into responsibilities, potential participating departments, existing expertise and capacity, priority implementation activities and resources for the activities.

The RMTs function similarly to and align with the governance structure in the City's CEMP. As recovery progresses along the disaster management continuum, departments may be tasked with joining or leaving a RMT based on recovery needs. City Leadership will need to work the City Recovery Coordinator and RMTs in making these determinations.

Responsibilities

Responsibilities were identified based on existing disaster recovery research, past disaster recovery efforts in other jurisdictions, activities required for federal funding for long-term recovery, and consultation with City departments, community organizations, and residents. Each RMT is responsible for reviewing their Roles and Responsibilities annually and revising based on any pre- or post-disaster progress, new City policies, procedures, and/or regulations, or at the direction of Recovery Leadership.

Potential Departments

City department representatives identified the staffing capacity, expertise, and intra-governmental partnerships most critical to launching recovery programs and assigned Roles and Responsibilities to each RMT accordingly. Departments listed under each RMT are those with the existing skills or expertise to successfully carry out assigned recovery responsibilities. For an overview of City department roles identified during stakeholder engagement, please see Appendix B: Stakeholder Engagement and Findings.

Departments assigned to a RMT may be designated as lead, secondary, and/or support departments, depending upon each team's area of expertise and role during steady-state operations. These designations are *proposed* team structures that can and should be used to best leverage each City department's capacity, expertise, and resources. The City Recovery Coordinator will work with Recovery Leadership and City departments to determine the best distribution of responsibilities based on scope and scale of the disaster, as well as City priorities and capacity.

Existing Expertise and Capacity

The City's departments and staff have already developed a great deal of direct experience, institutional knowledge, subject matter expertise, and transferable skills relevant to disaster recovery. Although the Recovery Management Teams are a new governance structure the City will activate during recovery, RMT Responsibilities are not novel or out of scope for proposed departments. For each responsibility and implementation activity identified there is existing expertise at the City that can be leveraged to streamline new recovery activities.

Priority Implementation activities

Each RMT is responsible for carrying out post-disaster recovery and resilience activities. However, there are activities the teams can take before a disaster and during the transition from short to long-term recovery to improve disaster response outcomes. RMT members will need to coordinate to develop a comprehensive workflow for recovery responsibilities.

Resources

RMTs should leverage existing resources to ensure activities are implemented and managed appropriately. The tables provided for each RMT include relevant references and links to resources that can be used to plan and implement recovery activities. These resources are not exhaustive, but provide a starting point for foundational development of long-term recovery responsibilities and consideration

Planning and Policy Development RMT Priority Implementation Activities

The table below provides a list of activities the Planning and Policy Development RMT can take before an event occurs to reduce disaster impacts. The table also provides activities the RMT can take during transition periods and the long-term recovery phase to improve recovery outcomes.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Pre-Disaster Activities			
Develop a disaster reconstruction ordinance: The Planning and Policy Development RMT will work with Leadership to draft and adopt a reconstruction ordinance.	• Ordinance development and adoption (Mayor, City Council, DPP, DEM, CCSR, COR)	• Define objectives for reconstruction ordinance; • Identify emergency powers and temporary regulations during recovery; and • Adopt a reconstruction ordinance.	• Model Recovery Ordinance, American Planning Association[1] • Guidance for Disaster Recovery Preparedness in Hawai'i, University of Hawai'i Sea Grant College Program and State of Hawai'i Department of Land and Natural Resources and Office of Planning[2]

[1] American Planning Association. Model Pre-Event Recovery Ordinance. Available at: https://planning-org-uploaded-media.s3.amazonaws.com/legacy_resources/research/postdisaster/pdf/modelrecoveryordinance.pdf.

[2] Courtney, C.A; Gelino, K; Romine, B.M.; Hintzen, K.D.; Addonizio-Bianco, C.; Owens, T.M.; Lander, M.; and Buika, J. 2019. Guidance for Disaster Recovery Preparedness in Hawai'i. Prepared by Tetra Tech, Inc. for the University of Hawai'i Sea Grant College Program and State of Hawai'i Department of Land and Natural Resources and Office of Planning, with funding from National Oceanic and Atmospheric Administration Office for Coastal Management award no. NA16NOS4730016.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Recommend policy and legislative updates to improve recovery efforts or increase resilience: A key element of pre- and post-disaster planning is the development and adoption of policy and legislative updates allowing O'ahu to recover equitably and efficiently, as well as mitigate risks from future disasters.	• Policy development (CCSR, DEM, DPP, DCS, HOU, OER, COR) • Mitigation priorities and activities (DEM, CCSR)	• Coordinate with City Leadership and departments to identify potential barriers or bottlenecks during recovery; and • Identify priority mitigation activities that reduce future risk from disasters.	• See Technical Appendix: Mitigation Recommendations
Coordinate with nonprofits and other community organizations to identify community needs and gaps in service. Build networks to meet those needs: The City has identified populations and communities most likely to be disproportionately impacted by disasters. The RMT should support	• Community outreach and engagement (DCS, NCO, OER) • Service and program coordination (DCS, OER) • Volunteer organizing (DEM)	• Identify potential gaps in outreach (e.g., language services, technological barriers, etc.) to refine outreach methods; • Support training and capacity building for local organizations likely to be	• Faith-Based and Volunteer Partnership Resources, FEMA[3] • IS-244.B: Developing and Managing Volunteers, FEMA[4]

[3] FEMA. Faith-Based and Volunteer Partnership Resources. Available at: https://www.fema.gov/emergency-managers/individuals-communities/faith-volunteer.

[4] FEMA. (2013). IS-244.B: Developing and Managing Volunteers. Available at: https://training.fema.gov/is/courseoverview.aspx?code=is-244.b&lang=en.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
and leverage connections among government and non-government organizations before a disaster occurs to accelerate recovery activities.		involved in disaster recovery; and • Work with the Outreach and Communications RMT to gather input from community-based organizations and residents.	
Transitional Short- to Mid-Term Post-Disaster Activities			
Conduct a comprehensive community impact assessment to identify community needs: The assessment should look beyond physical and economic damage to structures and systems traditionally required for short-term federal recovery assistance completed by DEM/the Emergency Operations Center.	• Community impact and needs (DEM, DPP, Infrastructure agencies) • Community engagement strategy development (DPP, NCO, DCS, HOU, OER)	• Conduct community impact assessments to identify community needs; • Support development of impact reports, Action Plans, and other assessments required for local, state, and federal funding, as needed;	• Disaster Impact and Unmet Needs Assessment Kit, HUD[5] • Tools for Communicating with all Audiences, FEMA[6] • Engaging Faith-based and Community Organizations, FEMA[7]

[5] HUD Exchange. (2023). Disaster Impact and Unmet Needs Assessment Kit. Available at: https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/.

[6] FEMA. Tools for Communicating with all Audiences, Including People with Disabilities. Available at: https://www.fema.gov/emergency-managers/practitioners/recovery-resilience-resource-library/tools-communicating-all.

[7] FEMA. (2018). Engaging Faith-based and Community Organizations. Available at: https://www.fema.gov/sites/default/files/2020-07/engaging-faith-based-and-community-organizations.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
The RMT should work with DEM, community-based organizations, and stakeholders to identify and prioritize the needs of O'ahu 's diverse communities. This RMT should coordinate with City Leadership and other RMTs to translate community needs into recovery actions.	• Engagement with external community partners to expand reach (DCS, OER, NCO, HOU)	• Design engagement strategy for reaching impacted and vulnerable communities; • Work with Purchasing and Legal Services and Financial and Grants Management RMTs to scope translation and language access contracts; and • Track community needs and progress.	
Provide technical assistance for rebuilding standards and recovery resources for residents and small businesses: Homeowners, renters, small business owners, and other impacted residents will need help with post-disaster recovery. This RMT will coordinate and develop	• Housing assistance and resources (DCS, HOU, DPP) • Economic development and employee support resources (OER)	• Develop resident resources for recovery (e.g., rebuilding standards, permitting); • Draft economic recovery resources (e.g., business continuity planning,	• Planning for Post-Disaster Recovery: Next Generation, American Planning Association[8] • Supply Chain Resilience Guide, FEMA[9]

[8] American Planning Association. Planning for Post-Disaster Recovery: Next Generation. Available at: https://www.planning.org/research/postdisaster/.

[9] FEMA. (2019). Supply Chain Resilience Guide. Available at: https://www.fema.gov/sites/default/files/2020-07/supply-chain-resilience-guide.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
a publicly available central repository of recovery resources and make residents and businesses aware of resources.	• Community engagement (CCSR, DPP, DCS, OER, NCO)	rebuilding, workforce development); • Develop a matrix of potential Business Recovery Resource Center locations to accelerate assistance to local economies; and • Create a centralized repository of recovery resources for impacted stakeholders.	
Manage data and analytics for recovery: To receive federal funding for long-term recovery after a presidentially declared disaster, grantees must use disaster impact data to identify the unmet recovery needs of their community. This RMT will coordinate the collection,	• Data collection, cleaning/processing, and analysis (DEM, DIT, DPP, DCS, OER) • Data management (DIT) • Damage assessments (DEM, DPP, OER)	• Develop and manage a data repository for recovery-related data; • Develop and manage a system for collecting, synthesizing, and reporting impacts and recovery data to local, state, and federal entities;	• Disaster Impact and Unmet Needs Assessment Kit, HUD[10]

[10] HUD Exchange. (2023). Disaster Impact and Unmet Needs Assessment Kit. Available at: https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
management, and reporting of data required by local, state, and federal entities for tracking disaster impacts and recovery progress.	• City and state entity coordination (DEM, DIT, OER)	• Flag disaster-related permitting in DPP permitting database (rebuilds, repetitive loss, etc.) to identify high-impact areas; and • Create a public recovery dashboard to illustrate priorities and progress.	
Provide temporary and permanent housing solutions for impacted residents: Damage to housing and displacement can create significant challenges for a community trying to recover from disaster safely and equitably. This RMT is responsible for developing housing solutions for displaced residents beyond temporary shelter and housing activities during response and short-term	• Housing assistance and resources (DCS, HOU) • Economic and workforce development (OER, DCS WorkHawai'i)	• Identify residents and communities in need of mid- to long-term housing solutions; • Identify funding opportunities and potential sites for mid- to long-term housing; and • Provide linking services (e.g., housing navigators, financial assistance, loan application assistance, job training and workforce	• Planning Considerations: Disaster Housing, FEMA[11]

[11] FEMA. (2020). Planning Considerations: Disaster Housing. Available at: https://www.fema.gov/sites/default/files/2020-07/planning-considerations-disaster-housing.pdf

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
recovery and coordinating with the Operations and Coordination RMT to execute housing programs.		development, transportation) to impacted residents to assist with transitions into permanent housing.	
Long-Term Post-Disaster Activities			
Develop a post-disaster recovery plan: A post-disaster recovery plan outlines long-term recovery priorities, tracks implementation activities and status, and identifies updates to recovery or mitigation priorities based on recent changes. Findings from the post-disaster recovery plan will inform continuous improvement updates to the Recovery Framework.	• Plan development (DPP, DEM, CCSR) • Community engagement (CCSR, DPP, DCS, OER, NCO)	• Evaluate short- and mid-term recovery progress and identify challenges and unmet needs; • Identify successes and strategies for improvement in a future recovery effort; and • Regularly assess and improve upon recovery policies and procedures.	• Policies for Guiding Planning for Post-Disaster Recovery and Reconstruction, American Planning Association[12] • Achieving Equitable Recovery: A Post Disaster Guide for Local Officials, FEMA[13]

[12] American Planning Association. (2005). Policies for Guiding Planning for Post-Disaster Recovery and Reconstruction. Available at: https://www.fema.gov/pdf/rebuild/ltrc/fema_apa_ch3.pdf.

[13] FEMA. (2023). Achieving Equitable Recovery: A Post-Disaster Guide for Local Officials. Available at: https://www.fema.gov/sites/default/files/documents/fema_achieving-equitable-recovery-a-post-disaster-guide-local-officials-draft.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Maintain and update the Plan: As with other City planning documents, the Plan will need to be revisited and updated on a regular basis. Ideally, to coincide with the update of the City's Multi-Hazard Pre-Disaster Mitigation Plan. Plan updates must align with the General Plan and Development Plans. See Section 3.9 Plan Maintenance and Evaluation for further guidance.	• Plan review and updates (DPP, DEM, CCSR) • Public review processes (DPP, DEM, CCSR, NCO) • Plan adoption processes (DPP, DEM, CCSR, NCO)	• Coordinate annual continuous improvement meeting with RMTs and leadership. • Regularly engage with government, non-government, and community stakeholders to assess disaster impact and recovery progress and identify new or changing priorities; • Track recovery progress; • Conduct RMT capacity assessment; and • Incorporate updates to the governance structure and recovery functions into the Plan.	• Measuring Success in Recovery, American Planning Association[14]

[14] American Planning Association. Measuring Success in Recovery. Available at: https://www.planning.org/publications/document/9139458/.

Purchasing and Legal Services RMT Priority Implementation Activities

The table below provides a list of activities the Purchasing and Legal Services RMT can take before an event occurs to reduce disaster impacts. The table also provides activities the RMT can take during transition periods and the long-term recovery phase to improve recovery outcomes.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Pre-Disaster Activities			
Develop written procedures for state and federally assisted procurement of goods and services: DEM manages emergency and short-term recovery procurement per all applicable local, state, and federal funding requirements and will inform and support the development of procurement procedures for long-term recovery activities. Long-term recovery assistance (CDBG-DR) often includes more complicated and onerous procurement rules compared to shorter-term funding resources and	• Procurement and bidding (DEM, BFS, COR) • Managing federal grants resources (DEM, BFS, COR)	• Collaborate with DEM, BFS, and COR to identify current applicable steady-state and emergency procurement procedures and adapt to long-term recovery requirements; • Identify procurement procedures before and during long-term recovery that align with local, state, and federal requirements, as necessary; and • Develop or adapt internal procurement and legal training and reference	• Buying Right CDBG-DR and Procurement: A Guide to Recovery[15]

[15] HUD Exchange. Buying Right CDBG-DR and Procurement: A Guide to Recovery. Available at: https://www.hudexchange.info/resource/5614/buying-right-cdbg-dr-and-procurement-a-guide-to-recovery/.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
requires additional technical expertise and monitoring.		materials for RMTs for use in future disaster scenarios.	
Coordinate pre-positioned contracts for recovery operations: Pre-positioned contracts allow the City to complete the procurement process before a disaster occurs. This reduces post-disaster decision making, and ensures resources and vendors are readily available for a faster recovery.	• Procurement and bidding (BFS, COR) • Managing federal grants resources (BFS, COR)	• Draft Request for Qualifications (RFQs) for goods and services, including materials, equipment, or labor; • Draft and maintain a pre-qualified list of potential vendors and cost estimates for activities; and • Update contracts as needed to reflect current market, City needs, and conditions.	• Prepare Before a Disaster, FEMA[16]

[16] FEMA. Prepare Before a Disaster. Available at: https://www.fema.gov/grants/procurement/prepare-before-disaster.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Develop pre-positioned funding and expense tracking memo: A pre-positioned memo allows for streamlined funding and expense tracking before a disaster occurs. This reduces post-disaster decision making, and ensures that resources are readily available for a faster recovery.	• Identification of disaster related events (DEM) • Assigning codes and managing City resources (BFS, DHR)	• Develop or adapt internal agency notifications for use in future disaster scenarios to move funds to the quarter or character of expenditure needed; and • Identify codes for expense tracking, as necessary.	
Transitional Short- to Mid-Term Post-Disaster Activities			
Provide guidance on regulatory and legal compliance during recovery: Jurisdictions receiving federal funds for recovery must comply with specific requirements to receive and expend funds. This RMT is responsible for interpreting applicable local, state, and federal regulations during recovery and ensuring compliance throughout programs and projects managed by	• Managing federal grants resources (BFS, COR) • Legal and regulatory compliance (COR, OCS, Office of the City Auditor)	• Coordinate with other RMTs to ensure compliance around procurement, contracts, the distribution and expenditure of funds, and financial management and monitoring; • Coordinate with other RMTs to integrate regulatory and legal	• CDBG-DR Toolkit: Compliance and Monitoring, HUD[17]

[17] HUD. CDBG-DR Toolkit: Compliance and Monitoring. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Compliance-and-Monitoring.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
the City, subrecipients, contractors, and vendors.		compliance requirements into program design; and • Provide ongoing technical assistance and training to program and operations staff, subrecipients, contractors, and vendors to ensure compliant program and project delivery.	
Long-Term Post-Disaster Activities			
Serve as legal representation and/or advisor for the City in litigation stemming from recovery programs, projects or grants: In the event the City must take or respond to legal action related to a recovery program, project or grant.	• Legal advisor and representative (COR)	• Compile, file, and manage legal proceedings to address instances of fraud, waste, or abuse of recovery resources on behalf of the City; and • Respond to legal complaints or lawsuits filed against the City and pertaining to recovery resources, programs, or projects.	

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Provide guidance on the adoption of new recovery regulations: During recovery, the City may identify opportunities for adopting recovery or resilience-related legislation or standards. This RMT advises and provides legal guidance to Recovery Leadership and other RMTs on the adoption of new regulations.	• Legal and regulatory compliance (COR, OCS, Office of the City Auditor) • Recovery planning and land use expertise (DPP)	• Advise Recovery Leadership on updates to the disaster reconstruction ordinance; and • Advise on proposed recovery-related legislation or resilience standards.	• Adopt a Pre-Event Recovery Ordinance, American Planning Association[18]

[18] American Planning Association. Adopt a Pre-Event Recovery Ordinance. Available at: https://www.planning.org/publications/document/9139474/.

Financial and Grants RMT Priority Implementation Activities

The table below provides a list of activities the Financial and Grants RMT can take before an event occurs to reduce disaster impacts. The table also provides activities the RMT can take during transition periods and the long-term recovery phase to improve recovery outcomes.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Pre-Disaster Activities			
Coordinate funding and assistance for mitigation activities with lead City departments: Federal funding is often made available to disaster-impacted jurisdictions to support the integration of mitigation activities into long-term recovery programs and projects (see Section 4. Disaster Recovery Funding and Resources). The City already works with mitigation funding via DEM, DLM, CCSR, and other departments. This RMT will coordinate with those	• Coordinate federal grants resources (BFS, DCS, DEM) • Mitigation resources and activities (DEM, CCSR) • Clean Water and Natural Lands Fund management (DLM)	• Work with City departments to identify current mitigation initiatives and goals and align recovery mitigation plans accordingly; • Develop working knowledge of resources for mitigation actions specific to long-term recovery; and • Work with City departments to identify potential activities that	• Clean Water and Natural Lands Fund, City and County of Honolulu[19] • Mitigation Ideas: A Resource for Reducing Risk to Natural Hazards, FEMA[20] • CDBG-DR Mitigation Set-Aside Fact Sheet[21]

[19] City and County of Honolulu. Clean Water and Natural Lands. Available at: https://www.honolulu.gov/cwnl.html.

[20] FEMA. (2013). Mitigation Ideas: A Resource for Reducing Risk to Natural Hazards. Available at: https://www.fema.gov/sites/default/files/2020-06/fema-mitigation-ideas_02-13-2013.pdf.

[21] HUD. Community Development Block Grant Disaster Recovery Mitigation Set-Aside Funds. Available at: hud.gov/sites/dfiles/CPD/documents/CDBG-DR_Mitigation_Set-Aside.pdf

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
departments to identify current and projected mitigation needs that can be addressed with recovery dollars.		could be funded under the Clean Water and Natural Lands Fund for mitigation and conservation efforts.	
Short- to Mid-Term Post-Disaster Activities			
Coordinate recovery funding and assistance with lead City departments: This RMT is responsible for identifying, coordinating, and providing fiscal management for long-term recovery grants, including both financial and non-financial/in-kind assistance from government entities, philanthropic institutions, and individuals.	• Managing federal grants resources (BFS, DCS, DEM) • Fiscal management and tracking (BFS, DIT, DEM)	• Maintain inventory of funding opportunities at the local, state, and federal level; • Support the development of applications for external recovery assistance; • Coordinate and maintain relationships with community groups, foundations, and other	• Manage Disaster Recovery Grants and Finances, FEMA[22] • Disaster Financial Management Guide, FEMA[23] • Disaster Recovery Library: Financial Management, HUD[24]

[22] FEMA. Manage Disaster Recovery Grants and Finances. Available at: https://www.fema.gov/emergency-managers/practitioners/recovery-resources/community-toolkit/manage-grants-finances.

[23] FEMA. (2020). Disaster Financial Management Guide. Available at: https://www.fema.gov/sites/default/files/2020-07/disaster-financial-management-guide.pdf.

[24] HUD Exchange. Disaster Recovery Library: Financial Management. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/financial-management/#all-resources.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
		potential sources of financial and resource support during recovery; and • Work with the Outreach and Communications RMT to coordinate updates to the public about monetary and in-kind donations.	
Support the development and execution of grant management plans required for federal funding: Federal funding for long-term recovery predominantly comes from HUD through the CDBG-DR program. To access and expend these funds, grantees must develop an action plan describing impacts, unmet needs, proposed activities, and how funding will be managed,	• Managing federal grants resources (BFS, DCS, DEM) • Data collection (DCS, DPP, DIT, DEM) • Experience with HUD CDBG program (DCS, BFS, DPR)	• Serve as liaison between the City and funding entities (FEMA, HUD, SBA, DHH, etc.) during application period; • Work with the other RMTs to collect and manage data required for federal funding; and • Identify potential programs or activities	• CDBG Disaster Recovery Funds, HUD[25] • Disaster Recovery Library: Action Plan, HUD[26]

[25] HUD Exchange. CDBG Disaster Recovery Funds. Available at: https://www.hudexchange.info/programs/cdbg-dr/.

[26] HUD Exchange. Disaster Recovery Library: Action Plan. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/action-plan/#all-resources.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
disbursed, and expended (Section 4. Disaster Recovery Funding and Resources).		that can be supported with federal recovery funding.	
Support program and project reporting to local, state, federal, and private entities: This RMT is responsible for coordinating and supporting lead departments through compliant and timely reporting on grant-funded activities.	• Managing federal grants resources (BFS, DCS, DEM) • Experience with HUD CDBG program (DCS, BFS)	• Identify and track program reporting requirements for funding sources; and • Draft and submit regular program or project reporting as required by the funder.	• Reporting resources will depend upon funding sources.
Long-Term Post-Disaster Activities			
Ensure fiscal accountability and monitor recovery funding: Monitoring and compliance are crucial components of accessing and expending funding during recovery. This RMT is responsible for	• Budgeting and recordkeeping (BFS) • Managing federal grants resources (BFS, DCS, DEM)	• Serve as liaison between the City and funding entities (FEMA, HUD, SBA, DHH, etc.) during implementation and closeout period;	• Disaster Recovery Library: Monitoring and Compliance, HUD[27]

[27] HUD Exchange. Disaster Recovery Library: Monitoring and Compliance. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/monitoring/#all-resources.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
designing a process for tracking and managing recovery funding to ensure compliance with applicable regulations.	• Grants management and tracking (BFS, DIT, DEM)	• Develop workflow for and manage tracking and reporting for federal grants, recovery budget, and timelines; • Provide early education to service providers regarding funding requirements, limitations, and compliance; • Coordinate with other RMTs to monitor recovery activities for prevention of fraud, waste, and abuse; and • Provide audit support and guidance on reporting requirements to ensure recordkeeping is compliant with state and federal funding requirements, as necessary.	

Operations and Coordination RMT Priority Implementation Activities

The table below provides a list of activities the Operations and Coordination RMT can take before an event occurs to reduce disaster impacts. The table also provides activities the RMT can take during transition periods and the long-term recovery phase to improve recovery outcomes.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Pre-Disaster Activities			
Coordinate with Outreach and Communications, Financial and Grants Management, and Planning and Policy Development RMTs to determine community needs and options for program design: Works with other RMTs to assess depth, type, and location of needs (e.g., housing rehabilitation, infrastructure restoration, business assistance, etc.) during steady-state conditions. Engaging with other jurisdictions before disasters to learn about their recovery administration and delivery processes can speed recovery.	• Community needs assessment (DPP, DCS, CCSR) • Subject matter expertise in relevant RAA (i.e., housing, infrastructure, economic development, natural and cultural resources, health, and social services) (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER,	• Review existing and ongoing community planning efforts to identify populations and areas with significant hazard exposure and/or vulnerabilities that may result in disproportionate impact during a disaster; and • Engage other jurisdictions to learn about their program and project delivery methods and administrative models to integrate findings into	• Disaster Impact and Unmet Needs Assessment Kit, HUD[28] • CDBG-DR Problem Solving Clinic, HUD[29]

[28] HUD Exchange. (2023). Disaster Impact and Unmet Needs Assessment Kit. Available at: https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/.

[29] HUD Exchange. CDBG-DR Problem Solving Clinic. Available at: https://www.hudexchange.info/trainings/cdbg-dr-clinic/.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
	HART, BWS, HOU, MOCA)	disaster recovery program operations models.	
Build internal capacity and technical expertise relevant to recovery activity management: This RMT engages with disaster recovery educational and training resources to build staff understanding of regulatory frameworks, cross-cutting requirements, best practices, and lessons learned by other jurisdictions.	• Expertise in grants management and compliance (BFS, DCS, OER) • Honolulu Land Information System (DPP)	• Identify City departments and staff with expertise in recovery and grants management and allocate time for peer teaching activities and training; and • Allocate staff time toward individual/group learning and capacity-building related to disaster recovery.	• CDBG-DR Toolkit: Program Operations, HUD[30] • Cross-Cutting Federal Requirements Overview, HUD[31]
Short- to Mid-Term Post-Disaster Activities			
Design, implement, and manage individual recovery activities and provide services to beneficiaries to foster their recovery: Implementing recovery projects and programs requires a coordinated project management	• Program and project development (DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HART, BWS)	• Develop scoring criteria and prioritization for project approval; • Coordinate with Purchasing and Legal Services to review	• CDBG-DR Toolkit: Program Operations, HUD[32]

[30] HUD. Program Operations. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Program-Operations.pdf.

[31] HUD. Crosscutting Federal Requirements Applicable to CDBG-DR Program. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Crosscutting-Federal-Requirements-Overview.pdf.

[32] HUD. Program Operations. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Program-Operations.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
strategy to ensure projects stay on task and within budget. This RMT is responsible for coordinating and tracking program, project, and service delivery during recovery. Projects may be related to infrastructure repair or reconstruction, housing, economic revitalization, or recovery planning efforts.	• Project tracking and monitoring (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HOU, HART, BWS) • Construction management (DDC, DFM) • Subject matter expertise in relevant RAA (i.e., housing, infrastructure, economic development, natural and cultural resources, health, and social services) (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HART, BWS, HOU)	project tasks for compliance with applicable requirements; • Develop a system for tracking projects and subtasks, timeframes, and responsibilities; • Lead construction management for rehabilitation and rebuilding of facilities; • Lead implementation and management of service delivery programs; and • Manage and provide technical assistance to subrecipients, partner organizations, and vendors.	

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Assist impacted individuals, households, and businesses with accessing and using recovery assistance and programs: The first step to delivering recovery services and projects is establishing the systems and procedures necessary for receiving, reviewing, and approving or denying assistance based on eligibility requirements. This RMT works closely with human service departments and organizations to launch and manage these systems throughout the recovery period, and to develop alternative resources for impacted residents who are not eligible for some programs.	• Intake and application/case management (DCS) • Coordinating resource hubs (DEM, OER) • Outreach and public engagement (DPP, CCSR, NCO, OER)	• Develop and launch application/intake systems and procedures; • Work with Outreach and Communications to market programs and services to impacted households; and • Coordinate with community network partners (libraries, community centers, Resilience Hubs, etc.) to inform the public about recovery resources.	• Public Assistance Resource Library, FEMA[33] • Individual Assistance Resource Library, FEMA[34]
Provide technical support and oversight to vendors and program and project partners to ensure efficient and compliant service delivery: This RMT works with Purchasing and Legal Services and the Financial and Grants	• Expertise in grants management and compliance (BFS, DCS, OER) • Program and project development (DDC,	• Coordinate with grant subrecipients, partner organizations, and contractors; and • Monitor subrecipient program design and	• CDBG-DR Toolkit: Compliance and Monitoring, HUD[35]

[33] FEMA. Public Assistance Resource Library. Available at: https://www.fema.gov/assistance/public/library.

[34] FEMA. Individual Assistance Resource Library. Available at: https://www.fema.gov/assistance/individual/library.

[35] HUD. CDBG-DR Toolkit: Compliance and Monitoring. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Compliance-and-Monitoring.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Management RMTs to document and communicate compliance requirements to any entities who expend recovery funding, including subrecipients, partner organizations, contractors, and vendors.	DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HART, BWS)	implementation to ensure grant compliance.	
Long-Term Post-Disaster Activities			
Report on program and project progress and delays and identify bottlenecks or opportunities for improvement: This RMT serves as the front line for program implementation and evaluation. As staff manage and support programs and projects on a day-to-day basis, they also receive feedback from beneficiaries and partners and see first-hand how program requirements and parameters interact with local regulations and context (i.e., conflicts between local zoning ordinance and program construction requirements, or project awards being too low to meet local construction costs).	• Program and project development (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HART, BWS) • Project tracking and monitoring (DDC, DEM, ENV, DLM, DFM, DPR, DTS, DCS, DPP, OER, HOU, HART, BWS)	• Report on program and project progress internally and with subrecipients and partner organizations; • Escalate delays or challenges identified during reporting; and • Propose strategies or alternatives to address delays or bottlenecks in implementation.	

Outreach and Communications RMT Priority Implementation Activities

The table below provides a list of activities the Outreach and Communications RMT can take before an event occurs to reduce disaster impacts. The table also provides activities the RMT can take during transition periods and the long-term recovery phase to improve recovery outcomes.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Pre-Disaster Activities			
Assist other RMTs with outreach and communication materials to publicize the City's recovery priorities and planning efforts: This RMT is responsible for informing the public of pre-disaster recovery or mitigation efforts at the City.	• Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER) • Community engagement (Comms Team, NCO, DCS, DEM, CCSR, OER) • Information design (Comms Team, DIT, OER)	• Establish communication channels and City messaging regarding mitigation and disaster recovery planning; • Coordinate with other RMTs to publicize recovery and mitigation updates, announcements, and engagement opportunities at the City; • Coordinate translation and interpretation services for documents and public events; and • Develop or update communications strategy for	• CDBG-DR Toolkit: Communications, HUD[36]

[36] HUD. CDBG-DR Toolkit: Communications. Available at: https://files.hudexchange.info/resources/documents/CDBG-DR-Communication-and-Outreach.pdf.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
		long-term recovery scenarios.	
Short- to Mid-Term Post-Disaster Activities			
Coordinate public communications and recovery messaging: The Outreach and Communications RMT acts as the primary public information office during recovery, providing the public with timely recovery updates, progress, and appropriate resources. This activity may begin in the response phase and continue as long-term recovery resources become available.	• Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER) • Community engagement (Comms Team, NCO, DCS, DEM, CCSR, OER) • Website development and design (DIT)	• Manage public-facing City website for resident resources and support; • Assist Recovery Leadership and RMTs with developing and distributing communications to the public regarding available recovery programs, assistance, and services; and • Develop a public-facing dashboard to track recovery progress, activities, and timeframe.	• Tips for Effectively Communicating with the Whole Community in Disasters, U.S. Department of Homeland Security[37]

[37] U.S. Department of Homeland Security. Tips for Effectively Communicating with the Whole Community in Disasters. Available at: https://www.dhs.gov/publication/tips-effectively-communicating-protected-populations-during-preparedness-response-and.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
Coordinate public engagement to capture public input on recovery needs and priorities: A critical element of recovery will be identifying unmet recovery needs among communities on O'ahu. This RMT is responsible for the community and stakeholder engagement needed to identify unmet needs for recovery.	• Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER) • Community engagement (Comms Team, NCO, DCS, DEM, CCSR, OER) • Information design (Comms Team, DIT, OER)	• Lead community engagement efforts (public meetings, surveys, etc.) to inform impact/damage assessments, CDBG-DR Action Plans and other recovery funding requirements; • Host public meetings to answer questions and provide updates on recovery progress; and • Communicate information about public meetings across City websites, social media, neighborhood bulletin boards, and community group meetings.	• Effective Public Outreach and Engagement, FEMA[38] • HUD Exchange - Disaster Recovery Library: Community Outreach [39]
Stand up "office hours" at temporary assistance centers to	• Public communications (MDO, Comms Team,	• Coordinate with Operations and Coordination RMT to identify impacted	

[38] FEMA. Effective Public Outreach and Engagement. Available at: https://www.fema.gov/case-study/effective-public-outreach-and-engagement.

[39] HUD. Disaster Recovery Library: Community Outreach. Available at: https://www.hudexchange.info/resources/disaster-recovery-library/community-outreach/#all-resources.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
provide residents with technical assistance: In collaboration with the Planning and Policy Development RMT and the Operations and Coordination RMT, this RMT will assist with communications around technical assistance and resources for residents during recovery and at temporary assistance centers. This activity may begin in the response phase and continue as long-term recovery resources become available.	NCO, DCS, DEM, CCSR, OER) ● Public relations training (Comms Team)	communities, assess barriers, and develop outreach materials and events accordingly; ● Assist in identifying key stakeholders (e.g., leadership, RMTs, social service providers) to attend public office hours; ● Communicate office hours and resources to residents and businesses; and ● Provide staff training to the assistance centers, as needed.	
Long-Term Post-Disaster Activities			
Ensure engagement and recovery materials are accessible:	● Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER)	● Coordinate with local community nonprofits to understand the needs of impacted populations and	● Equity, FEMA[40] ● Limited English Proficiency, HUD[41]

[40] FEMA. Equity. Available at: https://www.fema.gov/emergency-managers/national-preparedness/equity.

[41] HUD. Limited English Proficiency. Available at: https://www.hud.gov/program_offices/fair_housing_equal_opp/limited_english_proficiency_0.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
This RMT is responsible for ensuring all stakeholders are able to access, understand, and engage with recovery information.	• Community engagement (Comms Team, NCO, DCS, DEM, CCSR, OER)	develop appropriate resources; • Coordinate translation and interpretation services for documents and public events; • Ensure that outreach events are ADA-accessible; and • Develop outreach methods to bridge cultural and digital divides.	
Conduct ongoing media monitoring and manage media relations: During long-term recovery, this RMT works with local media to disseminate accurate and timely information on 1) assistance and programs available to impacted residents, communities, and businesses; 2) updates about	• Public communications (MDO, Comms Team, NCO, DCS, DEM, CCSR, OER) • Media relations (Comms Team) • Social media management (Comms Team)	• Host regular press briefings to provide updates on recovery progress; • Develop and maintain a media contact list; • Develop and maintain a contact list of community-based information sources; and	• Disaster Multimedia Toolkit, FEMA[42]

[42] FEMA. Disaster Multimedia Toolkit. Available at: https://www.fema.gov/disaster/recover/multimedia-toolkit.

Responsibility	Existing Expertise/Capacity	Priority Implementation Actions	Resources
recovery progress and projects; and 3) responses to news coverage or public opinion regarding recovery activities.		• Maintain an active social media presence: conduct regular updates via social media and connect people to the appropriate resources.	

APPENDIX C

Stakeholder Engagement and Findings

- Assist with development of the Core Planning Team (CPT) and CPT focus areas.

The Project Team conducted interviews with 14 City departments, which are listed in Table 2, and documented critical information and takeaways in Department Profiles, which are located in Appendix B: Stakeholder Engagement and Findings.

Table 1: City Department Interviews and Meeting Dates

Department	Date of Meeting
Department of Emergency Management	January 13, 2023
Department of Design and Construction	February 24, 2023
Department of Information Technology	March 3, 2023
Department of Budget and Fiscal Services	March 3, 2023
Department of Planning and Permitting	March 9, 2023
Department of Land Management	March 13, 2023
Office of Economic Revitalization	March 22, 2023
Department of Community Services – Community Assistance Division	April 28, 2023
Mayor's Communications Team	May 17, 2023
Department of the Corporation Counsel	June 1, 2023
Department of Community Services – Grants Management Division	June 5, 2023
Department of Facility Maintenance	July 7, 2023
Department of Budget and Fiscal Services – CIP Administration/Grants Management Division	August 8, 2023
Office of Housing	August 19, 2023

1.6.2 Core Planning Team

To further formalize the role of City departments in the recovery planning process, the Project Team, together with the Resilience Office, and with recommendations gathered during department interviews, identified and began recruiting CPT members in February of 2023. The CPT is composed of 24 representatives from 21 City and state government entities with experience or expertise in disaster response and recovery on O'ahu, and entities likely to be involved in managing future disaster scenarios. CPT member departments and agencies are listed below:

City and County of Honolulu

- Communications Team, Mayor's Office
- Department of Budget and Fiscal Services
- Department of Community Services
- Department of Design and Construction
- Department of Emergency Management
- Department of Facility Maintenance
- Department of Information Technology
- Department of Land Management
- Department of Planning and Permitting
- Department of the Corporation Counsel
- Office of Climate Change, Sustainability and Resiliency
- Office of Economic Revitalization
- Department of Facility Maintenance

State of Hawai'i and Federal Government

- Department of Hawaiian Home Lands
- Hawaiian Electric
- Hawai'i Emergency Management Agency
- Hawai'i Office of Homeland Security
- Hawai'i State Energy Office
- National Oceanic and Atmospheric Administration
- National Weather Service
- Office of Planning and Sustainable Development

The CPT met twice over the course of the planning process for presentations, discussions, and hands-on workshops facilitated by the Project Team. CPT meetings focused on disaster recovery concepts and processes, recovery funding mechanisms, and potential governance and operational structures for recovery implementation and management. The CPT focused on the following objectives:

- Build City department understanding of long-term disaster recovery concepts and requirements;
- Identify strengths, opportunities for capacity-building, and gaps in the City's existing long-term disaster recovery infrastructure;
- Integrate each department's specific experience and expertise into the Recovery Framework;

APPENDIX D

Review of Existing Plans

Appendix D: Review of Existing Plans

The Plan sits within and contributes to the City's overall recovery planning framework. Strategies and guidance in this plan are informed by existing comprehensive plans, emergency management plans, hazard mitigation plans, and other relevant plans in the City and the State of Hawai'i. Consequently, regular plan updates to existing plans in the City will need to integrate efforts to support disaster recovery and strengthen resilient community measures. Table 1 below provides an overview of the existing state and local plans used to inform the Plan.

Table 1: Other Plans and Programs

Plan/Program	Purpose	Lead Entity
Local		
Multi-Hazard Pre-Disaster Mitigation Plan for the City and County of Honolulu (2019)	To provide a strategy to reduce loss of property or life caused by natural hazard events for the City and County of Honolulu	DEM
Building Codes and Construction Standards	To provide the standards of repairs and rebuilding	State Building Code Council, DPP
City and County of Honolulu Comprehensive Emergency Management Plan (CEMP)	Provides guidance for initial emergency response as well as roles and responsibilities in transitioning from response to short term and finally, long term recovery	DEM
Ola O'ahu Resilience Strategy	To address the challenge of long-term affordability and the impacts of a climate crisis	CCSR
One Climate One O'ahu Climate Action Plan	A community-driven strategy for O'ahu to combat climate change and eliminate fossil fuel emissions	CCSR
O'ahu General Plan	To set forth the City's objectives and broad policies for the long-range development of the island	DPP

Plan/Program	Purpose	Lead Entity
Development and Sustainable Community Plans, Honolulu Regional Planning Areas	Community-based long-range plans that share the vision for each region and guide its land use planning and development	DPP
State		
State of Hawai‘i Multi-Hazard Mitigation Plan (2023)	To identify the hazards and risks posed by natural & technological disasters, identify actions & activities to reduce losses from those hazards, and establish priorities and a long-term process to implement those actions	State of Hawai‘i Emergency Management Agency
State of Hawai‘i Economic Recovery & Resilience (HIERR) Project	Current planning project to learn from COVID recovery to envision a more resilient, sustainable, and equitable Hawai‘i	State of Hawai‘i Office of Planning and Sustainable Development
Guidance for Addressing Sea Level Rise in Community Planning in Hawai‘i	Statewide guidance to aid local communities in building upon and improving existing efforts to address sea level rise	Hawai‘i Sea Grant College Program, State of Hawai‘i Department of Land and Natural Resources, Office of Planning

APPENDIX E

Overview of Federal Funding Sources

Appendix E: Overview of Federal Funding Sources for Disaster Recovery

Below is an overview of common federal funding sources for disaster recovery. Some are available pre-disaster or do not require a presidential disaster declaration, while others are only available after a presidential disaster declaration and/or congressional appropriation.

Table 1: Federal Funding Sources for Disaster Recovery

Entity	Available Funding	Description
Pre-Disaster or No Disaster Declaration Required		
Federal Emergency Management Agency (FEMA)	Pre-Disaster Mitigation (PDM) Grant Program	Pre-disaster funds to assist states and territories in implementing a sustained pre-disaster natural hazard mitigation program to reduce overall risk to the population and structures from future hazard events, while also reducing reliance on federal funding in the event of future disasters
	Flood Mitigation Assistance Grant Program	Pre-disaster funds for planning and implementing projects to reduce or eliminate the risk of flood damage to buildings that are insured under the National Flood Insurance Program (NFIP)
	Building Resilient Infrastructure and Communities (BRIC)	Funding for states, local communities, tribes and territories to undertake hazard mitigation projects to address future risks to natural disasters
U.S. Department of Agriculture (USDA)	Emergency Watershed Protection Program	Provides funds for recovery efforts to address natural resource concerns such as debris removal and streambank stabilization and hazards
After Presidential Disaster Declaration		
FEMA	Public Assistance (PA)	Post-disaster grant funding to state, local, and tribal governments, and certain private nonprofit entities, to allow for the repair and/or replacement of damaged infrastructure

Entity	Available Funding	Description
	Individual Assistance (IA)	Post-disaster financial assistance directly to disaster survivors for the necessary and serious needs that cannot be met through insurance or low-interest Small Business Administration (SBA) disaster loans
	Hazard Mitigation Grant Program (HMGP)	Post-disaster program to implement long-term hazard mitigation planning and projects following a presidential major disaster declaration
Small Business Administration (SBA)	SBA Disaster Loan Assistance	Post-disaster assistance programs, typically in the form of loans, for businesses of all sizes and for homeowners and renters for damage restoration activated when a presidential disaster declaration is made
After Presidential Disaster Declaration and Congressional Appropriation		
U.S. Department of Housing and Urban Development (HUD)	Community Development Block Grant-Disaster Recovery (CDBG-DR)	Post-disaster funds designed to be used for unmet recovery needs where projects are intended to be beneficial to low- and moderate-income housing needs of the impacted jurisdiction
	Community Development Block Grant-Mitigation (CDBG-MIT)	Post-disaster funds designed for grantees to carry out strategic and high-impact activities to mitigate disaster risks and reduce future losses
Economic Development Administration (EDA)	Economic Adjustment Assistance Program	Administers disaster program funds through targeted grants to disaster-affected communities to help them shift their focus, when appropriate, from short-term emergency response to long-term economic impacts and to enable the development of economic recovery programs that reflect local priorities

Entity	Available Funding	Description
USDA	Disaster Assistance Programs	Provides low-interest disaster loans, loan guarantees, technical assistance, and grant assistance to rural communities, rural homeowners, rural small businesses, nonprofit organizations, rural renters, farmers, ranchers, and rural families impacted by natural disasters through many of its agencies and programs
U.S. Department of Transportation	Federal Highway Administration Emergency Relief Program (FHWA-ER)	Post-disaster funds for the repair or reconstruction of federal aid highways and roads on federal lands that have suffered serious damage as a result of: (1) natural disasters or (2) catastrophic failures from an external cause

APPENDIX F

Whole Community Engagement References

Appendix F: Whole Community Engagement Resource References

These are the corresponding footnotes for Section 4.1.2 Focus Areas for Whole Community Engagement in the Long-Term Disaster Recovery Plan.

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