HACKLEBURG, ALABAMA

Long-Term Community Recovery Plan
November 2011

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November 2011

OFFICE OF THE GOVERNOR

ROBERT BENTLEY
GOVERNOR

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STATE OF ALABAMA

November 4, 2011

The Honorable Douglas Gunnin
Mayor of Hackleburg
Post Office Box 279
Hackleburg, AL 35564

Dear Mayor Gunnin:

RE: Long Term Community Recovery Plan

Let me begin by saying how very proud I am of the people of Hackleburg for their incredible resilience in the face of the devastation left in the wake of the April 27th tornado. It is a great honor to be associated with the State of Alabama. Virtually every time I have been in the Marion County area since the storm, I have witnessed unbelievable acts of selflessness, kindness, determination and adaptability among those who have lost so much, and those who have come to provide aid and assistance.

It has been extremely gratifying to see city, county, state and federal officials working closely together and with the Federal Emergency Management Administration (FEMA) representatives. I appreciate everyone's efforts – action committee meetings, stakeholder meetings and individual interviews – to craft a recovery plan that supports the long term viability of the community of Hackleburg and those who live in and around it.

In the weeks and months to come, I look forward to staying involved with the citizens of Marion County, the various agencies, both private and public aid organizations including FEMA, to ensure that this plan moves forward effectively and efficiently. We will need all our patience, cooperation, creativity and vision to rebuild the future together.

Sincerely,

Robert Bentley

RB:RM:cf

Enclosure

OFFICE OF THE GOVERNOR

ROBERT BENTLEY
GOVERNOR

STATE OF ALABAMA

ALABAMA DEPARTMENT OF ECONOMIC AND COMMUNITY AFFAIRS

JIM BYARD, JR.
DIRECTOR

November 4, 2011

The Honorable Douglas Gunnin
Mayor of Hackleburg
Post Office Box 279
Hackleburg, AL 35564

Dear Mayor Gunnin:

RE: Long Term Community Recovery Plan

It has been six months since a devastating tornado struck the community of Hackleburg and Marion County, severely disrupting the lives of the people who live and work there. At that time the State of Alabama's emergency response agencies moved swiftly to assist in rescue, debris removal, security, and restoration of essential services. Now the emergency clean-up effort is complete, but there still remains the long process of rebuilding and repairing businesses, homes and public property. I want to assure you that the State's Long Term Community Recovery staff will continue to offer assistance as you work to recover and rebuild.

This rebuilding effort, while painful and difficult, does present some opportunities for the community of Hackleburg and Marion County. Local officials are already considering the best way to approach a long term recovery plan. To succeed, that plan must involve all levels of government, as well as local businesses, private organizations and, most importantly, the citizens of Hackleburg and Marion County. Together, you have a great opportunity to develop a vision of your community's future, and to create a comprehensive plan to make that vision a reality.

To help Hackleburg and Marion County develop their Long Term Recovery Plan, an Alabama Long Term Community Recovery Team representing several agencies throughout the State of Alabama and elsewhere are working closely with the Federal Emergency Management Agency. I strongly endorse this effort. I have directed the participating agencies to identify potential sources of funding to implement and complete projects proposed in the plan. I commend you and the citizens of Hackleburg and Marion County for the dedication and willingness you have demonstrated by working together through this difficult time, and I look forward to working with you as the long term recovery effort continues.

Sincerely,

Jim Byard, Jr.
Director

JB:RM:cf

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Welcome To
Hackleburg
HOME TOWN OF
SONNY JAMES
CIVITAN INTERNATIONAL
COUNTRY MUSIC HALL OF FAME AND MUSEUM NASHVILLE
WOMEN'S CIVIC CLUB

Jesus Loves You!

AMERICA

EXECUTIVE SUMMARY

There were 62 tornadoes reported across Alabama on April 27, 2011. The National Weather Service named the EF-5 that traveled through Hackleburg as the "Hackleburg Tornado" due to the level of destruction caused by this storm in that community. In early May, the Federal Emergency Management Agency (FEMA) Long-Term Community Recovery (LTCR) program placed a Community Recovery Specialist in Hackleburg to begin working with the mayor and community leaders. A team of LTCR technical specialists started working in the community later that month. This document represents a community-driven initiative directed by the Hackleburg Recovery Committee. The objective of the LTCR process is to build local capacity, assist the community in identifying a vision for recovery, and develop priority recovery projects.

The Hackleburg Recovery Committee, with LTCR support, analyzed the disaster's impacts and developed projects that could help the community recover. During community meetings, the committee invited the public to share their ideas about essential recovery needs. With community input, they discovered four specific sectors that needed to be addressed. These include capacity building, economic development and housing, infrastructure and natural and cultural resources. The identification of these high-level needs provided the framework in which the committee and the LTCR Team developed recovery projects.

The LTCR process was designed and executed in a holistic way that incorporated community-wide awareness and involvement, as well as advice from local, regional and state officials familiar with the community. These officials were also instrumental in identifying potential resources that might be available to assist the community in project implementation. After considering comments from the community, the committee developed eight major projects or studies needed to rebuild their community and to support future growth and resiliency. These projects are included in this plan.

The LTCR Team adhered to some basic principles in their role of providing technical assistance to the committee. First and foremost, the LTCR Team recognized the need for community-based leadership throughout the process and into the future. Secondly, the community-generated vision had to be embodied in the recovery projects generated.

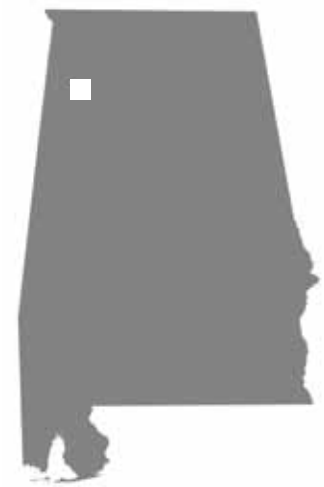
Finally, sustainability was a key consideration as projects were developed. Each of the projects generated either incorporates sustainable practices, or paves the way to sustainable development in the long term.

INTRODUCTION

Loden's

COUNTRY MUSIC
HALL OF FAME
ELECTED 2006
SONNY JAMES
MAY 1, 1929 -
COUNTRY MUSIC ASSOCIATION

INTRODUCTION



COMMUNITY BACKGROUND

Hackleburg is a town of approximately 1,516 residents in Marion County, Alabama, and lies in the northwest region of the state. Hackleburg evolved as a community during the late Antebellum Era because it was located along livestock drover routes connecting the Ohio and Tennessee River Valleys to plantations in southern Alabama. Its name was derived from the numerous hackle bushes in the area that proved troublesome for the wool and general health of the drovers' sheep. The first visible signs of significant economic activity in Hackleburg appeared in the early 1900s with the arrival of the Illinois Central Railroad. It became the first major transportation link between Hackleburg and distant parts of the country. This new infrastructure spurred the development of local market activity including stores and services. Economic growth along with an increase in population eventually led to the establishment of the Town of Hackleburg. It is the hometown of country singer Sonny James, who was inducted into the Country Music Hall of Fame in 2006, and in 2007, Hackleburg was named the "Best Small Town in America" by Country Music Television.

TORNADO IMPACTS

Marion County has a history of tornado events. Hackleburg suffered from what would now be classified as an EF-4 tornado in 1943 that caused extensive damage and four fatalities. The Hackleburg Bank building survived the 1943 disaster and is one of the few downtown buildings standing today. Between 1953 and 2010, 29 tornadoes resulted in 29 fatalities and 357 injuries.

On April 27, 2011, what the National Weather Service called the "Hackleburg Tornado" touched down in northwest Alabama. It traveled east for 132 miles with winds up to 210 mph and left a nonstop scar in its wake all the way into Tennessee. Of the many deadly tornadoes that touched down across Alabama that day, the Hackleburg Tornado was one of the few given the strongest rating of EF-5. It was the deadliest tornado recorded in Alabama's history, claiming 72 lives and causing 145 injuries along its path across the state.

The tornado devastated Hackleburg causing 18 fatalities and destroying the Wrangler Distribution Center, a neighborhood and most of the downtown area. Reports indicate that 197 structures were completely destroyed by the tornado and 241 housing units were rendered unsafe. This includes all 24 units of Hackleburg's public housing. Also destroyed were 30 of the town's 32 businesses, including retail anchors Piggly Wiggly, Dollar General, NAPA Auto Parts and the town's only hardware store. The Wrangler Distribution Center, Hackleburg's largest employer, was totally destroyed. Hackleburg lost its only doctor's office and pharmacy. Three of its five churches were destroyed. Public facilities destroyed include the police department, the elementary and high schools and the high school's athletic facilities. Additionally, the fire department and city hall were both severely damaged.

Early in the recovery planning process, state and local officials, and representatives of Vanity Fair (the parent company of Wrangler) announced plans to rebuild the Wrangler facility and add fifty employees to the 150 that were employed before the day of the storm. This represents a tremendous financial commitment on the part of all involved and was certainly welcomed by Hackleburg residents and the region. However welcomed, this announcement also reinforced the Hackleburg Recovery Committee's determination to diversify its local economy to make it less reliant on one business. At the same time, this demonstration of support for Hackleburg served to remind the community that the town would recover over time.

THE HACKLEBURG RECOVERY PLAN

BANK OF HACKLEBURG

NORTH
SOUTH
SOUTH
43
253
43
NORTH
EAST
SOUTH
17
172
17

PURPOSE OF THE RECOVERY PLAN

This plan is the result of a partnership between the citizens and leadership of Hackleburg, the State of Alabama and FEMA. Key partners in the process include the Alabama Department of Economic and Community Affairs (ADECA) and the Alabama Emergency Management Agency (AEMA). This recovery plan is a guide for the Hackleburg Recovery Committee, public officials, local stakeholders and the community at-large to use in their long-term community recovery efforts. It clearly speaks to Hackleburg's recovery needs by including recovery projects defined by the committee and local residents. It articulates those needs and their importance not only to those within the community, but also to potential resource providers from outside the community. This plan is the tangible result of community organization and community buy-in to the recovery process, and therefore serves as a critical tool to show potential resource providers that the community is organized and united. With this plan, resources invested in the community can yield positive results.

THE COMMUNITY-DRIVEN PLANNING PROCESS

Planning requires strong local leadership as well as participation and acceptance from the community. This recovery planning process embodied those principles; it was directed by local leaders and included extensive community outreach and participation. It was also holistic, designed to meet a variety of community needs. The dedication of everyone involved yielded a plan with projects designed to meet Hackleburg's specific long-term community recovery needs.

THE HACKLEBURG RECOVERY COMMITTEE

Shortly after adopting a resolution engaging FEMA Long-Term Community Recovery (LTCR), Hackleburg officials established a Hackleburg Recovery Committee. The initial members of the committee were appointed by the mayor and town council to lead the community's recovery efforts. After the initial committee membership was established, additional members were added to allow for representation of the entire community. The committee led an extensive planning process in collaboration with the State of Alabama, FEMA LTCR, and other state, federal and local partners. Working groups were established with wide representation from residents, local businesses, nonprofit organizations, local government, regional planners and other agencies. The Hackleburg Recovery Committee established six working groups covering the following subject matters:

- Housing and Community Development
- Economic Development/Downtown Revitalization
- Infrastructure and Parks
- Public Facilities
- Health and Human Services
- Youth Issues

The working groups developed plans and formulated key recovery projects under four major sectors including community planning and capacity building, economic development and housing, infrastructure, and cultural and historic resources. The working groups will continue to be actively engaged in planning and implementing recovery projects developed from extensive community input. The Hackleburg Recovery Committee continues to convene regularly, coordinate the working groups and address overarching issues which impact multiple sectors.

COMMUNITY INVOLVEMENT

The Hackleburg Recovery Committee invited the community to a series of recovery planning workshops. The first was a community visioning workshop that introduced the Long-Term Community Recovery Planning Process to residents and stakeholders and provided an opportunity for residents to discuss recovery needs. Information gathered from this meeting was presented to the recovery committee and used to help the committee adopt the following vision statement:

> *"Hackleburg is the best hometown in America, committed to building and preserving a strong family-oriented community that meets the challenges of tomorrow with today's values."*

A second community-wide meeting was held on August 4. This was a community design workshop that provided residents and stakeholders a hands-on exercise that helped them visualize a newly revitalized Hackleburg. Key partners for this workshop included the Northwest Alabama Council of Local Governments, FEMA LTCR planners, volunteer urban designers, architects and engineers.

The Recovery Committee worked with the FEMA LTCR Team to develop recovery projects and made an initial presentation to the City Council on October 3. During this working session the committee resolved key issues and gained the community leaders' support to move forward with the development of the plan. A final community-wide meeting was held on

October 11, 2011. This was an open house session where committee members and project champions presented the recovery projects to the residents. Community feedback was positive and committee members felt that the design concepts reflected their vision for community recovery.

DESIGN WORKSHOP

A key element of the recovery planning process was the community design workshop. This workshop brought together volunteer designers, committee members and local residents, with the objective of establishing location, form and function for recovery projects. Designers and residents were divided into teams. Each team worked on topics such as downtown, housing and community connections.

Results of the Design Workshop

Downtown Hackleburg was originally developed along the railroad line. Over time transportation preferences shifted to U.S. Highway 43 and business shifted away from the downtown in favor of the state route. This shift included the pharmacy, doctor's office, grocery stores and a restaurant. A challenge for the design team was to rebuild the traditional downtown of Hackleburg within the constraints of current market conditions, which favor commercial development along highways.

The first step to downtown redevelopment was to identify existing assets that attract people to downtown. These include churches, city hall and the Wrangler sewing plant. A second asset is the abandoned railroad. The redevelopment of the railroad into a regional, multi-purpose trail would attract visitors to the community.

Attracting new small business to the downtown is essential for rebuilding. This can be accomplished through a community effort that focuses on attracting visitors. The elements of the design plan include:

- Regional Trail/Visitor's Center
- Amphitheater/Community Green and Farmers Market
- History Center
- Downtown Housing
- North Side Neighborhood Design

These elements create the opportunity for the private development of small businesses such as bed and breakfasts, coffee shops and small retail operations.

Regional Trail

The abandoned railroad in Hackleburg is positioned to become a trailhead along a multi-use trail which may connect Red Bay (25 miles to the northwest) and Haleyville (15 miles to the southeast). The trail head would include a visitor's center pavilion and would create the opportunity for developing a railroad heritage area to display relic railroad cars and engines. The trail would create opportunities for recreational use and community-sponsored events such as marathons and bicycle races. These events, established on multiple weekends and sponsored by multiple communities, have the potential to bring in thousands of visitors.

Amphitheater/Community Green

Adjacent to the trail, a park is proposed that includes an amphitheater and open green space where local events, such as school rallies, live music on Neighbor Day, or a marathon race could take place. They also proposed locating an open-air pavilion there that could be used for a variety of events including a farmers' market, local craft fairs and a flea market. These events would create an additional level of activity in the redeveloped downtown area.

History Center

Main Street would be anchored by redevelopment of the Hackleburg Bank building. This historic building was one of the few buildings that survived the 1943 and 2011 tornadoes. Although it lost the roof and rear wall in the most recent disaster, the building can be reconstructed and serve as a local history center. A significant amount of the written record of Hackleburg's history was lost in the disaster. Residents have been coming together to compile photos and stories with the hope of reconstructing the history of the town, while incorporating information related to the April 27, 2011 tornado. The collected information could be housed in this building.

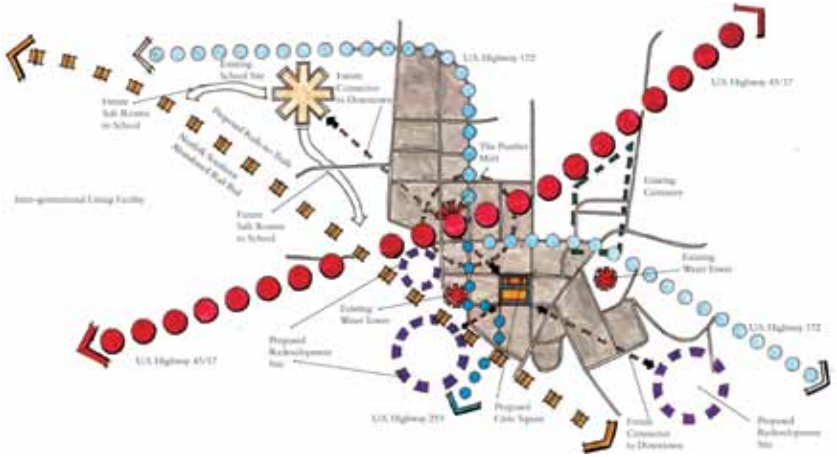
Downtown Housing

One of the challenges of redeveloping downtown is that the post-disaster economic market will be small. The Hackleburg economy is better served with a more compact downtown and without vacant storefronts. The design team considered this and included residential development near the old water tower as a project that would provide more potential customers for small business.

Corridor and roadway improvements would create a gateway to the town and link the downtown to the neighborhood. The objective is to make the area attractive to local and out-of-town visitors by providing opportunities to purchase local farm products and arts and crafts, visit the history center, and access regional trails. Additionally, space in the area of the trailhead could serve as a tourism center and be used to direct visitors to other attractions in the area.

Regional Connections

Hackleburg is located near a wealth of natural resources including: Bear Creek, Bear Creek Reservoir, William B. Bankhead National Forest and numerous caves. An example of these natural resources is the famed Dismals Canyon known for its grotto setting and being the only place on earth to see bioluminescent "glow worms," locally known as Dismalites. Attractions of this nature are located within a 15- to 30-minute drive from the town. These resources create opportunities for attracting visitors that seek outdoor activities. Developing small businesses that serve visitors — shops, bed and breakfasts and restaurants — and developing a marketing program will help to attract regional visitors to the community.



North Side Neighborhood Development

The design team focused attention on the neighborhood area located between the school and U.S. Highway 43, bounded by State Road 172 and the

railroad easement. Many homes, a church and the school that were located in this area were destroyed by the tornado. Concepts developed in the design workshop included housing, recreation, health care, education and business. Property along U.S. Highway 43, that was developed as commercial prior to the disaster, would be redeveloped in a manner that would provide stronger linkage to the redeveloping neighborhood. The community selected a residential site adjacent to the pharmacy, doctor's office and the grocery store as the best place to locate a senior housing project. Main Street (SR-172) would become a link between the amphitheater downtown and the high school. In the future, this tree lined road would include sidewalks and provide opportunities for parades and other community events. Increased pedestrian access would also be addressed with a network of walking paths connecting downtown to the pharmacy, school and the Wrangler facility. Other elements of this design concept include the development of community gardens, pocket parks and a community sports park.

These are a few of the elements that were identified and designed by the community. Although there will be many refinements to these initial concepts, the vision for Hackleburg's future neighborhoods and downtown core were conceived and are supported by the community. The Hackleburg Long-Term Community Recovery Committee continues to meet and form partnerships that will help implement these concepts.

ORGANIZATION OF THE PLAN

The plan includes recovery projects that are critical to community recovery. The recovery projects are divided into four major sectors including:

- Capacity Building
- Economic Development
- Infrastructure
- Natural and Cultural Resources

The Hackleburg Recovery Committee employed the Long-Term Community Recovery planning process to distill the hundreds of ideas, thoughts and expressed concerns into eight projects. The projects were prioritized based on their relevance to community recovery.

HOW TO USE THE PLAN

The recovery plan should be viewed as a guide, not as specific instructions. Also, the contents of this plan represent a snapshot in time. The plan should be treated as a living document that can be modified by the community as project and community needs change. It is important to be flexible and assess changes in the community's priorities as they occur. Evaluation and feedback are key components of the recovery planning process. In addition to helping improve the overall recovery, progress that is evaluated and tracked can be used to demonstrate success to stakeholders and the general public.

Project implementation priorities should be based upon two principles.

First Principle

Focus on projects that will contribute most to community recovery when completed.

Long-Term Community Recovery Project: These projects are vital to Hackleburg's disaster recovery and future development, typically addressing a broad range of issues that promote a healthy and sustainable community, strengthen the economy and have direct impact on disaster recovery. They are catalysts for other recovery activities.

Community Interest Project: These are projects that enhance the community in some way, but may not have a direct tie to the disaster. They are no less important than long-term community recovery projects, but should be considered for implementation after recovery projects have been finalized or are underway.

Housing Strategies: These are housing strategies that have not been developed as projects by the recovery committee. However, they generated considerable discussion by the committee and are recognized as having value as Hackleburg works toward recovery.

Second Principle

The community should first move forward on projects that can be completed quickly, have significant public support or already have available funding or other resources for implementation. Completion of these types of projects makes recovery visible to the community and helps solidify both community and political support for complete recovery plan implementation.

Possible trail head
outdoor amphitheater w/ water play park & plaza
future redevelopment
Open air farmers market
Existing bank to become museum
Inter-generational Living Facility
Townhomes as infill residential development
Make main street a "green street"
new restaurant with outdoor dinning
special paving markings

RECOVERY PROJECTS

HACKLEBURG
FIRE DEPT.

CAPACITY BUILDING

Capacity building is an ongoing process requiring the development of human and material resources. The elements of capacity building come from a wide range of sources, including residents, regional organizations, schools and universities. These resources need to be mobilized and efficiently managed to build capacity. The establishment of a Community Development Corporation (CDC) and the completion of a revenue analysis will allow the committee to build capacity.

Additional discussion about funding and capacity building is included in the *Funding + Capacity Building* section.

ESTABLISH A HACKLEBURG COMMUNITY DEVELOPMENT CORPORATION (CDC)

The creation of a Community Development Corporation (CDC) will empower the community to take ownership of its recovery in a sustainable, collaborative and locally-driven manner.

PROJECT CHAMPION

The CDC Board Members (already selected)

PROJECT DESCRIPTION

This project establishes a 501(c)(3) nonprofit CDC to implement Hackleburg's recovery plan. The CDC's mission will encompass recovery needs related to affordable housing, economic development, downtown revitalization, planning, health care and other community development goals. Establishing staff capacity at the center of the recovery effort will provide Hackleburg with the ability to maintain sustainable partnerships with other organizations and agencies, and to plan, implement, manage and raise capital for projects.

The CDC will fulfill a number of goals:

- Help implement the Long-Term Community Recovery Plan and other projects and programs important to the town's recovery.
- Raise funds for recovery and other projects and programs, accepting tax-deductible donations and applying for grant funding available to organizations with a 501(c)(3) designation from the Internal Revenue Service (IRS).
- Continue planning additional projects and programs that serve the town's needs and interests as well as raising funds and managing those projects.
- Ensure that corporate documents and board structure are compatible with Housing and Urban Development (HUD).

In addition, the CDC can build partnerships. For example, a Community Health Service project was proposed as part of neighboring Phil Campbell's recovery effort. Because working group members identified this as a need, the Hackleburg CDC may want partner with Phil Campbell as a strategy for attracting more resources.

ACTION STEPS

- Identified potential board members that meet the needs of the organization.
- Contact and coordinate potential partners and sources of support, including volunteer legal counsel and an accounting firm/CPA.
- Conduct a strategic planning workshop to begin to set up the organization:
  - ◊ Select a unique name.
  - ◊ Elect originating board and name incorporators.
  - ◊ Draft articles of incorporation and bylaws.
  - ◊ Develop mission statement, vision, goals and measurable objectives.
  - ◊ Determine management structure/roles/meeting schedule.
  - ◊ Gather information necessary for filing with Secretary of State and IRS.
- File for 501(c)(3) designation.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE
Filing fees, supplies and other costs: up to $3,000

FUNDING GAP
$2,200

POTENTIAL FUNDING RESOURCES
- Alabama Department of Economic and Community Affairs (ADECA)
- Northwest Alabama Council of Local Governments (NACOLG)
- Alabama Housing Finance Authority
- Alabama Communities of Excellence (ACE)
- Alabama Association of Nonprofits
- United Way of Northwest Alabama
- Auburn University Economic and Community Development Institute

COMPREHENSIVE REVENUE ANALYSIS AND PROJECTIONS

This Long-Term Community Recovery Project allows Hackleburg officials to project how much funding is available for various recovery projects in the future, while at the same time, continuing their day-to-day operations.

PROJECT CHAMPIONS

Hackleburg Recovery Committee

PROJECT DESCRIPTION

A comprehensive revenue analysis and projection will determine the post-disaster impact on municipal revenue and will project the change in revenue that may occur due to economic and demographic changes over the next five years. The study will provide recommendations and strategies for identifying sources of local grant matching funds and structuring of tax revenue to meet municipal obligations. Having a revenue analysis in place will help Hackleburg determine what types of future recovery projects are feasible and help them plan accordingly. Financial planning also contributes to the sustainability of local finances by allowing officials to make decisions based on realistic revenue projections.

Specific components of this project include the compilation of a revenue analysis document outlining sources of funds to include:

- Tax Revenue – including general property taxes, sales tax and other local tax.
- User Fees – including permits, privilege fees, and regulatory licenses; fines and forfeitures; revenue from use of money and property; charges for services; miscellaneous revenue; and recovered costs.
- Other Sources – including state and federal revenue; categorical aid (reimbursement for locally administered programs); non-categorical aid (pass-through revenue); and reimbursement from shared expenses.

Credit and Debt Analysis

The Comprehensive Revenue Analysis should include the following:

- Identify any outstanding municipal debt, structure of debt, and amortization schedule(s).
- Provide municipal credit rating by agency.
- Analyze the local capacity for new debt or debt restructuring.
- Explore options for tax increment financing.

Fee Structure Analysis

Prepare fee structure analysis including a listing of fees, purpose, and amount or calculation. Identify the basis of each fee (i.e. ordinance, state regulation, etc.), historical changes and adjustments, consistency of application, and relevance to current service needs.

Budgetary Analysis

Analyze historic trends and monthly/year-over-year revenue collections for all sources of funds. Review state and federal legislation that may impact local government finances. Prepare a five-year projection of revenues including direct estimates from local departments and state/federal agencies. Provide analysis by fund type including general fund, capital projects funds, debt service fund, special revenue funds, enterprise funds, etc.

Fund Balance Analysis

Provide a fund balance analysis including a determination of the financial resources available to meet contingencies, evaluation of reserved versus unreserved fund balance, fund balance ratio, and comparison to Government Finance Officers Association (GFOA) accepted guidelines for funding levels.

Funding Strategies

Provide recommendations and strategies for identifying sources of local grant match funds and structuring of tax revenue to meet municipal obligations through results of fiscal analysis and revenue projections.

ACTION STEPS

- Identify a technical assistance source such as a consultant or in-kind services.
  - ◊ Identify funding sources and seek funding, if technical assistance is required.
  - ◊ Develop request for proposals, advertise and select consultant, if a consultant is required.
- Identify data sources and timelines; complete the study.
- Determine strategy for utilizing revenue or implementing revenue structure changes to provide recovery project funding.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE

Professional services: $47,500

FUNDING GAP

After in-kind project contribution: $42,500

POTENTIAL FUNDING RESOURCES

- U.S. Department of Agriculture (USDA) Rural Development Business Opportunities Grant
- Tennessee Valley Authority (TVA)
- Alabama Power
- Alabama Communities of Excellence
- Auburn University Economic and Community Development Institute
- University of Alabama Center for Economic Development
- Community Development Block Grants
- Alabama Department of Economic and Community Affairs (ADECA)
- Northwest Alabama RC&D Council

"We pray that no disaster in our time or any time in the future will mirror the storms that tore across our state in April."

–Governor Robert Bentley

ECONOMIC DEVELOPMENT

Economic development projects build vitality and sustainability in a community. A strong economy serves to attract residents and visitors to the community and helps increase local government revenues to fund projects. Economic development is especially critical in Hackleburg because of the tornado's extensive destruction of the central business district and many nearby homes. The committee determined that a study is needed as the first step to economic and residential development in Hackleburg. The redevelopment of downtown Hackleburg through a Main Street Corridor study to enhance its central business district will identify other ways to spur economic development.

Projects in this section:

- Economic Development and Housing Market Analysis and Strategy
- Main Street Corridor Study

ECONOMIC DEVELOPMENT AND HOUSING MARKET ANALYSIS AND STRATEGY

A market analysis and strategy will help Hackleburg identify opportunities in retail, industrial and housing markets and promote those opportunities to potential investors and/or developers.

PROJECT CHAMPIONS

Warren Williford
Economic Revitalization Working Group, Chair

PROJECT DESCRIPTION

While some businesses plan to reopen, not all of the previously existing businesses are willing or able to do so. This gap creates opportunities for new investors. Additionally, opportunities for new housing investments exist.

The Economic Development and Housing Market Analysis consists of a market analysis and recovery strategy to encourage investment and identify market gaps. With community input, it will identify goals and strategies to attract new businesses and residents. The market analysis will provide a supply-and-demand analysis for retail, industrial and residential development. This analysis will point out particular services and housing opportunities that could potentially thrive in Hackleburg. The plan will also develop strategies for marketing the demonstrated need for certain services to potential investors and developers. This will include an outreach strategy to ensure that opportunities identified by the market analysis are understood by potential future stakeholders such as business owners and homebuilders, both inside and outside the community.

The analysis will include the following:

- Market drivers to attract industrial, commercial, tourism, and recreation/ service businesses.
- Local markets, skills, resources and demand.
- Strategies such as business clustering, market niches and tourism attraction.
- Types of businesses to target with economic development and marketing materials for each category.
- Opportunities for senior housing.
- Methods and approaches that increase economic growth and encourage sustainability principles and quality of life indicators.
- Current skill base of unemployed and underemployed residents of Hackleburg, including displaced residents.
- Analysis of workforce development initiatives and approaches.

The analysis of workforce development initiatives should be discussed with the Workforce Investment Board, Alabama Department of Labor (ADL), the local high school, Shoals Community College and nonprofit self-sufficiency programs.

The study will provide a report and recommendations on potential workforce development strategies, initiatives and programs. At a minimum, the study should consider employment readiness programs, job placement programs, vocational training, local hiring programs and skill development relevant to local employer needs.

ACTION STEPS

- Identify technical assistance resources, including local expertise, outside consultants or in-kind services.
- Identify and seek funding sources.
- Identify community members who will compile background and support information and document hours for a required local match.
  - ◊ Work with city council and Northwest Alabama Council of Local Governments (NACOLG) to identify local matching funds.
  - ◊ Develop request for proposals; advertise and bid project.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE
Professional services: $47,500

FUNDING GAP
After in-kind project contribution: $42,500

POTENTIAL FUNDING RESOURCES
- U.S. Department of Agriculture (USDA) Rural Development Business Opportunities Grant
- Tennessee Valley Authority (TVA)
- Alabama Power
- Alabama Communities of Excellence
- Auburn University Economic and Community Development Institute
- University of Alabama Center for Economic Development
- Community Development Block Grants
- Alabama Department of Economic and Community Affairs (ADECA)
- Northwest Alabama RC&D Council

MAIN STREET CORRIDOR STUDY

PROJECT CHAMPIONS
Hackleburg Recovery Committee

This Long-Term Community Recovery Project is critical to recovery because so much of the devastation of the tornado was in Hackleburg's downtown area. The eventual rebuilding of Hackleburg needs to be done in a way that is attractive to residents, visitors and potential investors. The study will determine strategies that could be implemented to rebuild Hackleburg's downtown into a place the community's vision has described.

PROJECT DESCRIPTION

The project consists of a corridor study that follows Main Street from Walker Street to Second Street. This study could identify a number of projects that would help the corridor reach its potential to anchor the downtown area with an attractive, safe and economically viable redevelopment. It will identify potential corridor enhancement projects for the community that could improve economic vitality of the historic downtown and adjacent areas. A new Main Street corridor could provide safe pedestrian routes to school, improve the street and utility infrastructure, and make Hackleburg an attractive place to live, work, shop and play.

The southern portion of this study area includes a Community Development Block Grant (CDBG) funded streetscape project that was about 75 percent complete prior to the tornado and has not been completed. The project encompasses the south end of the corridor and includes new pavement, utilities, street lights, parking and landscaping. As of November 2011, the project is dormant due to concerns about potential damage to improvements during reconstruction of damaged buildings.

Specific potential improvements that could result from a Main Street Corridor Study include:

- Sidewalk improvements
- Sewer, water, and underground power line installation
- Pavement improvements
- Street tree planting
- Pedestrian crossing installation
- Street light installation

During the design process, sustainable attributes should be considered. Examples of sustainable design include incorporating pervious pavement surfaces to lower storm water runoff or planting low-maintenance native species.

ACTION STEPS

- Identify a technical assistance source such as a consultant or in-kind services.
  - ◊ Identify funding sources and seek funding, if a consultant is required.
  - ◊ Develop Request for Proposals; advertise and select a consultant, if one is required.
- Identify data sources and timelines; complete the study.
- Determine a strategy for implementing and funding the suggested improvements to the corridor.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE
$15,000

FUNDING GAP
$15,000

POTENTIAL FUNDING RESOURCES
- Transportation enhancement programs
- CDBG

Note: *The northern two-thirds of this length are also designated SR-172 from Cedar Street to Second Street. From Cedar Street to Walker, Main Street is designated SR-253. These designations could likely trigger the Alabama Department of Transportation's (ALDOT) involvement as a stakeholder and review agency on the entire study area.*

Lustin
4
Maitie

STATE BASEBALL
CHAMPS-2007
HACKLEBURG

INFRASTRUCTURE

Infrastructure projects provide utility services for business and provide for residential sustainability and growth. The presence of critical infrastructure is an economic development driver as investors seek the necessary services to support their businesses. Most utility infrastructure is in place. This section speaks to the installation of a new sewer system, which the Hackleburg Recovery Committee feels is crucial for recovery and future growth.

Project in this section:

- Develop a Community-wide Sewer System

DEVELOP A COMMUNITY-WIDE SEWER SYSTEM

PROJECT DESCRIPTION

This project creates a new public wastewater system to improve the health and safety of its residents, enhance the environmental quality of the town and encourage economic development.

PROJECT CHAMPIONS

Wade Hood
Water Board Chair

Wrangler plans to rebuild its facility and reopen with an additional 50 employees, bringing the total number employed at the factory to about 200. The retention and expansion of this key industry will provide a strong economic anchor to improve future business prospects. However, many businesses also want a sewer system in place before they invest in a community.

The proposed community-wide sewer system would include underground sewer lines and a project treatment facility that would serve the entire Town of Hackleburg. A phased approach is proposed, which should start with a study. The study will address policy for system hook-ups for residents, system management and sewer charges to support the system. Once the study is complete, the project can move to a design phase which will help establish costs for the system so that further funding can be secured. The final step would be to build the system.

ACTION STEPS

- Acquire community-wide support for the system.
- Conduct a design study.
- Choose an appropriate system to meet Hackleburg's needs.
- Create a sewer ordinance requiring connection to the system when it becomes available.
- Acquire financing for capital costs and determine ongoing operations and maintenance (O&M) costs.

It should be noted that Wrangler and the school district have both expressed an interest in tying into a sewer system.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE

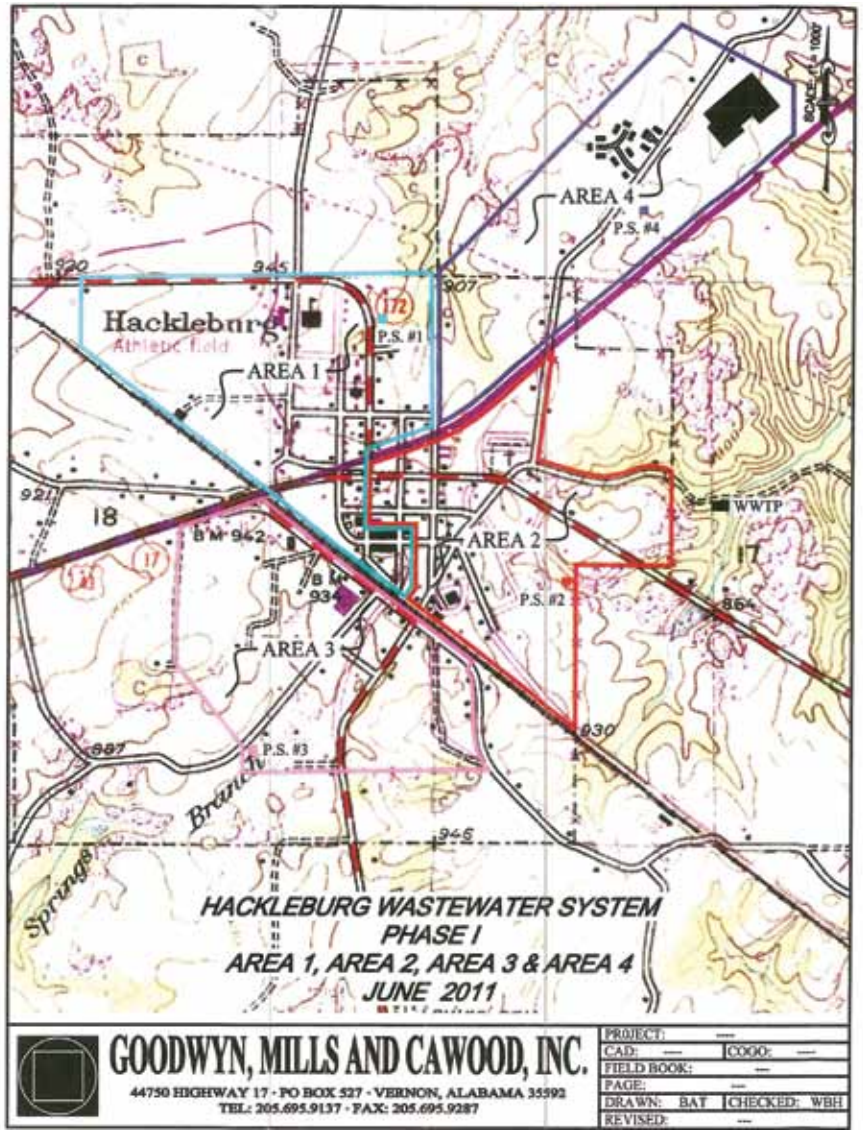
Total estimated study cost	$50,000
Design work	$250,000
Sewer Construction	To be determined
Total determined during design	

FUNDING GAP

$300,000 +

POTENTIAL FUNDING RESOURCES

- Community Development Block Grants (CDBG)
- Appalachian Regional Commission
- EPA State and Tribal Assistance Program
- Economic Development Administration
- U.S. Department of Agriculture (USDA) Rural Development
- Special Districts and Private Activity Bonds
- Private Donations
- Alabama Department of Environmental Management


AREA 4
P.S. #4
Hacklebnrg
Athletic field
P.S. #1
AREA 1
AREA 2
WWTP
P.S. #2
AREA 3
P.S. #3
HACKLEBURG WASTEWATER SYSTEM
PHASE I
AREA 1, AREA 2, AREA 3 & AREA 4
JUNE 2011
GOODWYN, MILLS AND CAWOOD, INC.
44750 HIGHWAY 17 · PO BOX 527 · VERNON, ALABAMA 35592
TEL: 205.695.9137 · FAX: 205.695.9287
PROJECT:
CAD:
COOD:
FIELD BOOK:
PAGE:
DRAWN: BAT
CHECKED: WBH
REVISED:

BANK OF HACKLEBURG

NATURAL AND CULTURAL RESOURCES

Natural and cultural resources are vital to maintaining Hackleburg's sense of identity as a special and unique place. They are essential components of livability for existing and future residents and play a role in attracting visitors. Enhancement of the cultural and natural environment serves to bring people in the community together and to help others learn about the area. The preservation and enhancement of both are important components of holistic recovery in Hackleburg.

Projects in this section:

- Hackleburg History Center
- Downtown Park, Farmer's Market and Amphitheater
- Rails-to-Trails Multi-use Regional Trail

HACKLEBURG HISTORY CENTER

This project creates a venue for people to learn about Hackleburg's history and identity, and would act as a downtown anchor.

PROJECT CHAMPIONS

Sharon Dickinson

PROJECT DESCRIPTION

This project establishes a history center at the Hackleburg bank building, which serves as a physical connection with the town's past. The museum would house historic items, documents and artifacts from the community, provide educational information and media, and include a visitor center/gift shop. This facility could become a major attraction of the Neighbor Days gathering, the largest annual community gathering in Hackleburg. This is a celebration of everything Hackleburg and attracts many visitors, former residents and students. The museum could serve as a gathering place for this event as well as a document/object repository, educational medium and an integral facet of the town.

This project is an important link to the overall downtown redevelopment efforts, including the downtown park/amphitheater project — located just to the west of the Hackleburg Bank building — and to the Rails-to-Trails project. It is linked to the Main Street Corridor Study as well.

ACTION STEPS

- Develop fundraising agenda.
- Work with the city, region and state to identify resources to obtain building.
- Retain a historic preservation specialist to prepare a restoration plan and cost estimate for the building.
- Seek grants and funding opportunities.
- Prepare the application, plans and specifications; begin construction.

The Hackleburg Recovery Committee will partner with the Marion County Historical Society until a local director/curator and full board of directors can be established.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE

Architectural services: $25,000
Renovation: 2,000 square-feet at $75 per square-foot = $150,000
Total to be determined pending estimate from architect for restoration

FUNDING GAP

$300,000

POTENTIAL FUNDING RESOURCES

- Institute of Museum and Library Sciences
- American Association of Museums
- American Association for State and Local History
- Alabama Department of Archives and History
- Private Foundations

DOWNTOWN PARK, FARMER'S MARKET AND AMPHITHEATER

This project creates a park, market and amphitheater for people to spend time in the central business district.

PROJECT CHAMPIONS

Terry Steele and Dustin Atkins

PROJECT DESCRIPTION

This project begins with preparation of a conceptual plan for a new downtown park and amphitheater. Residents expressed a need to attract visitors to Hackleburg for more than shopping and services. A location identified for this feature is adjacent to the proposed Rails-to-Trails trail head facility. It would occupy the partial block bounded by Main, Mixon, Clay and Walker Streets at the southwest corner of the downtown area. Project champions will work with a consultant to create a master plan for the park and its components. The facility will provide a venue for events such as school bands, local bands and theater performances as well as enable the community to attract regional shows. Bringing additional people to the community will also contribute to a sustainable and viable local economy.

ACTION STEPS

- Obtain Council approval to proceed.
- Determine possible sources of funds.
- Submit requests for funding.
- Develop request for proposal services.
- Award study contract.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE

Master Plan	$ 50,000
Land acquisition, design, and construction	165,000
Total	**$215,000**

FUNDING GAP

$215,000

POTENTIAL FUNDING RESOURCES

- U.S. Development of Agriculture (USDA) Rural Development Business Opportunities Grant
- Tennessee Valley Authority (TVA)
- Alabama Power
- Alabama Department of Economic and Community Affairs (ADECA)
- Community Development Block Grant (CDBG)
- Alabama Communities of Excellence
- Auburn University Economic and Community Development Institute
- University of Alabama Center for Economic Development
- Northwest Alabama RC&D Council
- Cooperative Extension Service

RAILS-TO-TRAILS MULTI-USE REGIONAL TRAIL

Rails-to-Trails are multi-purpose public paths created from former railroad corridors.

PROJECT CHAMPIONS

Terry Steele and Dustin Atkins

PROJECT DESCRIPTION

Most often, Rails-to-Trails corridors have gentle grades and traverse through rural, suburban and urban areas. They are ideal for bicycling, walking, inline skating, horseback riding and wheelchair use. These trails have proven to be popular as recreation and transportation corridors in other places across the country. An abandoned rail corridor exists in Hackleburg; the rails have been removed and the land in some areas has been transferred to private owners.

This Rails-to-Trails project is an element that will help attract visitors to Hackleburg while serving the recreational needs of the community. This trail would enable visitors to hike, walk or ride bicycles into the community from as far away as Red Bay, Alabama 25 miles to the west, and Haleyville, Alabama 15 miles to the east. The plan includes the possibility of organized events such as marathons, bike rides, etc. In addition to providing recreational opportunities, it can contribute to neighborhood connectivity, providing more opportunities for pedestrians to access different parts of Hackleburg.

ACTION STEPS

- Prepare a scope of work for the project study.
- Determine funding source.
- Prepare a request for proposals for a consultant.
- Award the contract.

FINANCIAL CONSIDERATIONS

PRELIMINARY COST ESTIMATE

Phase I Study: $50,000

FUNDING GAP

$50,000

POTENTIAL FUNDING RESOURCES

- Alabama Forever Wild Program
- Healthy People 2010 Community Implementation Grants Program
- Department of Health and Human Services
- Congestion Mitigation and Air Quality (CMAQ) Improvement Program
- U.S. Department of Transportation
- State of Alabama Department of Transportation Enhancement Grant Program
- National Department of Transportation
- Norfolk Southern Railroad
- Northwest Alabama Council of Local Governments (NACOLG)
- Community Development Organization and Marion County Economic Development Foundation

HOUSING STRATEGIES

Summary data derived from FEMA Individual Assistance applications indicates that a total of 126 homes were completely destroyed and approximately 241 housing units were rendered unsafe after the April 27th tornado. Of these, 139 were owner-occupied and 102 were rental units.

Housing recovery is crucial to community recovery. The community has taken pro-active steps to coordinate housing recovery agencies and organizations. The Housing Resource Center is a key project and has been implemented. Housing strategies complement comprehensive redevelopment of the downtown area by utilizing a housing component to anchor the proposed mixed use development, and providing linkages through the SR-172 corridor, Rails-to-Trails connection and walkable pathways that connect the neighborhood to downtown. Wrangler plans to rebuild a plant that will have 200 employees, creating the opportunity for Hackleburg to attract new residents. The demand for housing in Hackleburg will likely increase. A new, larger capacity, modern school planned for Hackleburg may also attract new family households to the community.

HOUSING RESOURCE CENTER

A Housing Resource Center opened on October 27, 2011. The purpose of the center is to co-locate housing assistance services for people who would like to relocate to Hackleburg. The Housing Resource Center will co-locate a number of program services from various local organizations to assist homeowners with case management, housing counseling services, legal help, gap financing, design and plan materials, information on energy efficiency and green development, and access to volunteer construction efforts.

Housing Resource Centers often evolve from the nonprofit housing and human services sectors. They offer an opportunity to expand on the human services mission of the Recovery Committee and the National Voluntary Organizations Active in Disaster (VOAD) to assist homeowners with rebuilding. The long-term vision for the Housing Resource Center is to help people to become new homeowners, to coordinate planning activities, solicit and administer grants and to coordinate implementation of recovery projects.

Typical professional assistance and/or services located in the Housing Resource Center may include:

- Case managers who perform client intake, identifying individual needs and linking those individuals to the appropriate housing services.
- Certified Housing Counselors who help clients assess their financial options for rebuilding. They can help displaced residents apply for grants and loans, and provide pre-purchase counseling, foreclosure prevention advice and personal financial counseling. The counselors can also help these individuals access emergency rental assistance, utility payment assistance, weatherization-related home improvements and a range of other services.
- Homeowner Rehabilitation services which help people determine the scope of work required, estimate building costs and hire/manage contractors. Rehabilitation Specialists conduct inspections, prepare specifications and negotiate with pre-qualified contractors to perform the work.
- Design Services can provide information and technical materials on best practices related to rehabilitation, mold remediation, elevation methods, alternative building technologies and energy efficient construction methods. The center can also provide architectural and planning assistance to help community and individual homebuilding projects.
- Legal Aid Services can help residents with legal issues such as title matters, insurance settlements and contractor fraud.
- A Volunteer Coordinator can identify households who need volunteer labor, solicit and coordinate material donations and coordinate with groups of volunteers to link them to the volunteer initiatives of agencies such as Habitat for Humanity and/or Mennonite Disaster Services.

The center can also conduct housing fairs, homebuyer seminars, homebuyer clubs and other programs to expand access to housing services and create new homeowners.

MIXED USE DEVELOPMENT

A downtown mixed use housing project would provide affordable housing and be an anchor for revitalization of the downtown business district. The proposed project includes: a multi-family housing project; a community gathering area complete with a café, stage and splash pad; and an open air market supporting farmers and vendors selling arts and crafts and locally made goods. Mixed use development could complement other projects in this plan by providing access to the history center and connecting to the proposed Rails-to-Trails project.

Encouraging this kind of development is supported by the community. Utilizing housing as a platform to anchor revitalization of the business district is also a best practice promoted by federal agencies. It supports revitalization of an existing community by focusing planning, infrastructure and rebuilding investments into a concentrated, well-connected, mixed use, vibrant community. Mixed use development could be a catalyst for attracting new businesses along Main Street because it would bring people from within the community and tourists into downtown Hackleburg.

The planning process will assess alternatives for new downtown design guidelines, sidewalks, signage, landscaping, buffers and other elements. These guidelines — adopted in coordination with economic development goals and strategies — will create a sustainable, attractive, vibrant and functional business district that will attract new investment, redevelopment and rehabilitation of existing structures.

The proposed inclusive planning process will coordinate citizen input through a working group established by the Hackleburg Recovery Committee (including a community workshop intended to provide maximum opportunity for community input into programming, design and amenities). The process supports the continued capacity of the Hackleburg Recovery Committee to guide community development. Additionally, the project establishes a partnership between the Hackleburg Housing Authority and the Community Action Partnership of North Alabama, providing new development capacity for implementing future housing and community development projects.

ACTION STEPS

- Consider Smart Growth Principles. Smart Growth concentrates mixed use development in compact, pedestrian-friendly areas with public spaces and other open space available for community use.
- Seek opportunities to partner with recovery projects and acquire all of the property identified for the housing, public park and open air market, if appropriate.
- Build the mixed use development.
- Lease first floor space as retail or use it to support other uses such as a business incubator, tourism center or workforce development center.
- Donate the remaining land to a trust with the Department of Interior in exchange for funding park improvements and open air market.

CREATE A HOUSING PATTERN BOOK

A housing pattern book provides design options for homeowners, builders and nonprofits by showing different design elements which can be combined in different ways to produce a diverse range of community-appropriate homes as it reflects the environmental, cultural and historical context for traditional housing design. The pattern book would assist homeowners and nonprofits with making design choices, and it would provide a variety of options for customizing homes.

The pattern book can also be used to provide guidance on siting, landscaping, energy efficiency, materials and green building techniques. Additionally, pre-engineered plans could be developed for the pattern book. These plans, along with the options and additions, could be priced with local suppliers so homeowners could know the cost implications as they make choices about what to build.

ACTION STEPS

- Engage an architectural firm, the American Institute of Architects (AIA), or a university to develop plans for approximately six basic housing types and compatible additions which could be added later or incorporated into the original construction.
- Identify exemplary homes in Hackleburg and the architectural features which distinguish them.
- Identify a range of compatible options, including alternate roofs, windows, dormers, trim, porches and façade treatments.
- Prepare pre-engineered building plans for each model, which can be utilized by homeowners.

NEXT STEPS + IMPLEMENTATION

NEXT STEPS + IMPLEMENTATION

As noted throughout this document, implementation of this plan will require the Hackleburg Recovery Committee to think strategically. As the implementation of each project is considered, it is important that the committee and stakeholders think about some questions that will help guide the strategic development of big picture projects. Many projects involve multiple components and the order in which components are executed can streamline overall project implementation.

QUESTIONS TO CONSIDER

1. Is there a project or a task that will make other projects easier to accomplish?

For example, the development of this plan makes the recovery process easier because it provides a framework for recovery. With respect to the projects included in this plan, a market analysis will help the community learn what types of businesses to target and a revenue analysis will help political leaders decide how and when to implement infrastructure projects to support economic development. Finally, the Community Development Corporation will help build the capacity and commitment to see all the projects move forward. There is no concrete order of project implementation recommended beyond the recovery discussion presented at the beginning of each project description, but stakeholders should consider the capacity of the community to undertake projects and how those projects will positively impact their ability to take on other projects.

2. **Are there any high visibility projects that should happen sooner rather than later?**

   Projects that have high visibility will maintain momentum and enthusiasm towards community recovery. Projects that address housing needs will raise community morale because they have a direct and visible impact on residents. The creation of a downtown gathering place will help spur vitality in Hackleburg's downtown area. As mentioned previously, there is no prescribed order in which to implement recovery projects, but their visibility should be considered, especially in the early stages of the long-term community recovery process.

3. **Does the project address a priority issue in the community?**

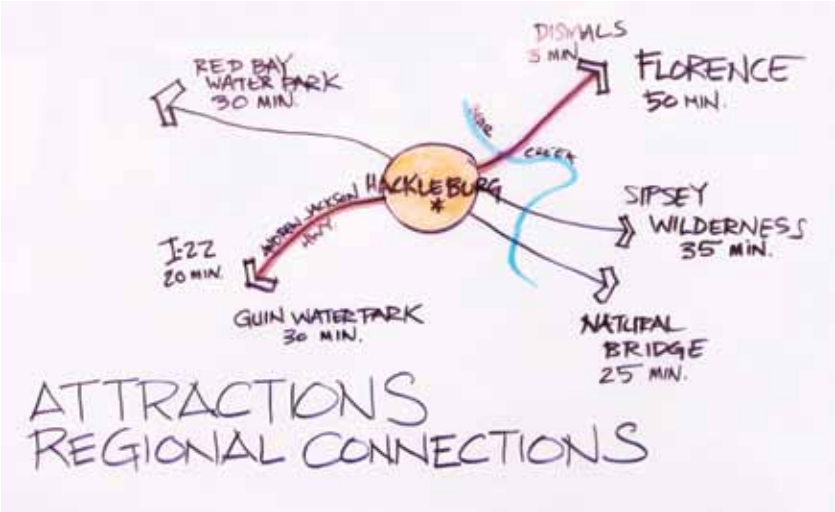
   Projects that address priority issues for the community are likely to have the most support. For example, if economic development and the revitalization of downtown is a priority issue, projects that contribute to downtown restoration and revitalization may be considered first.

4. **Do stakeholders currently have the capacity to undertake the project?**

   Consider the resources you have at your disposal, in terms of technical expertise, funding, and the availability of stakeholders to invest time in a project. Also, consider whether or not you have the right group of stakeholders in place to address the project. If all of the necessary resources are in place, taking on the project might be a good decision. If the resources are not in place, seeking those resources or the appropriate stakeholders may be considered before attempting to implement the project, or as a first step to implementation.

MAINTAIN MOMENTUM, OPEN COMMUNICATION AND BUILD ON YOUR SUCCESSES

In order for recovery projects to be successful, momentum must be sustained. The Hackleburg Recovery Committee and other stakeholders should meet regularly to keep projects moving forward. Regular meetings will also ensure continued collaboration among stakeholders as communication is critical to keeping projects on track and to maintaining accountability among stakeholders and partners. In addition to regular committee and stakeholder meetings, conduct periodic open house meetings to maintain community buy-in to the process. Communicate progress to the public regularly so that they understand that community recovery is continuing. Emphasize the successful implementation of projects and how they contribute to the revitalization of Hackleburg, even if they are not necessarily high profile projects.



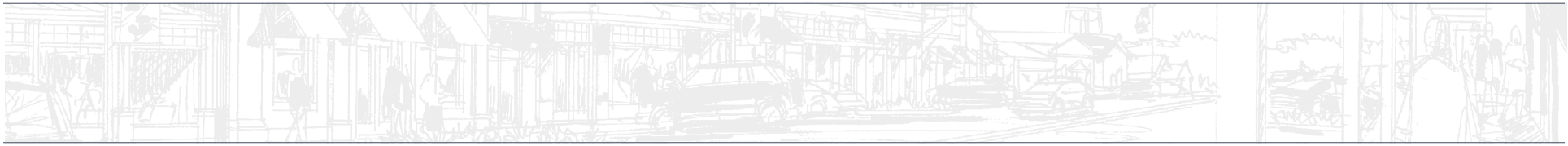
Be Adaptable

Community needs and priorities will evolve over time. This evolution may affect the projects in this plan. If projects need to be updated to meet changing community needs, revise them. This Hackleburg-owned document represents the final product of what was discussed during initial recovery committee discussions and community meetings that took place between May and October of 2011. But even as a final product of the community's

long-term recovery efforts, this document will never be truly finished because community recovery needs and priorities can, and most likely will, change. The committee and stakeholders must work together to revise this document as necessary to ensure that changing community needs and priorities continue to be addressed in Hackleburg's recovery plan.

Be Optimistic

Recovery is a long process and there will be challenges along the way. It is important that the committee and stakeholders remain optimistic through challenging circumstances. This optimism will help maintain momentum and assure the public that the community is recovering, despite potential setbacks. In time, a full recovery can happen as long as recovery efforts remain on the forefront of the community's mind and community members remain vested in the long-term community recovery process.



FUNDING + CAPACITY BUILDING

GUIDE AND TOOLS

Alabama Resource Guide and Resource Matrices — Federal, State and Regional Resources

The matrix of resources, entitled *Alabama Project Categories — Potential Resources* that supports this document, identifies specific agencies and organizations that the community can approach about potential funding or technical assistance resources to implement community recovery and revitalization projects. The matrix references the *Alabama Resource Guide* (included as a companion disc) that provides an overview of hundreds of federal, state and regional funding sources, both public and private. In addition, each Project Development Guide (included on a separate companion disc) is paired with a project-specific matrix of resources that are suggested starting points in researching potential funding sources. Unless otherwise noted, these project-specific matrices also refer to funding sources listed in the *Alabama Resource Guide*.

All grant programs have specific eligibility requirements for applicants. Some grant programs fund only 501(c)(3) charitable nonprofit organizations, while others fund only governmental units, such as towns or cities. Some grants are available to both types of applicants. Therefore, public-private partnerships are important to maximize funding, capacity building and other opportunities.

Some grant programs restrict their funding to communities that meet certain eligibility criteria, such as falling within a certain geographic area or possessing certain demographic characteristics like high poverty or unemployment rates. Meeting the specified program criteria could result in a special designation that allows the community to participate in programs and apply for grant funding unavailable to communities that do not meet the program criteria. Some designations specifically target more urban areas for assistance, while others specifically target rural areas. Examples of designations, often referred to as designated areas or zones, that provide funding opportunities include:

- Food deserts in metropolitan areas
- Distressed communities
- Housing or economic development hot zones
- Health professional shortage areas and/or medically underserved areas
- Brownfields

Many specific programs exist to support different types of designated zones or areas. Designations can be part of a successful strategy to secure funding to develop recovery strategies and implement projects that affect a community's economy and vitality.

The census tract matrix, *Census Tract Information for LTCR Communities* that supports this document, shows how the use of designations can help secure funding. This matrix identifies federal grant and financing opportunities, many of which are based on designations that can serve as a core part of the community's grant application, make the project competitive, and facilitate funding. It should be noted that even if a census tract is not designated as eligible for funding or presents a financial resource opportunity, the governing federal agencies do have waiver procedures, especially when it comes to such factors as loss and devastation from disasters.

For more specific information about designations and related funding, contact your regional council of governments or planning commission.

IMPORTANT PARTNERS

Forming alliances and partnerships can increase grant-writing and project implementation success. Partnerships, especially public-private partnerships, can maximize funding, capacity building, and other opportunities. Alliances and partnerships can exist between two communities and/or communities and other organizations. For example, if two or more adjacent communities each submit an application to fund a medical center, they will compete against each other. Conversely, if they submit an application together for one shared facility, they will have a stronger application, less competition, and may even receive more funds. Programs that fund economic development activities often favor a regional approach to overcome challenges. A community and its recovery committee or nonprofit organization may partner with other local, regional, and statewide organizations to build capacity or develop, fund, and implement recovery strategies and projects.

Regional Councils or Planning Commissions

Regional councils are quasi-governmental organizations and another important resource for communities. A regional council or planning commission is a public organization that encompasses a multi-jurisdictional regional community. The governing bodies of councils are primarily composed of local government elected officials and appointed representatives of local communities and state government. The Alabama Association of Regional Planning Councils includes 12 regional planning councils/commissions to support Alabama communities. Five of these councils/commissions serve Alabama's communities that are engaged in the long-term community recovery planning process. Hackleburg is served by the Northwest Alabama Council of Local Government (NACOLG). NACOLG has been an active partner to the LTCR process.

Through communication, planning, policymaking, coordination, advocacy, grant writing and technical assistance, the commission/council serves the local governments and citizens in the region. These commissions/councils frequently deal with issues and needs that cross city, town, and county boundaries. Also, each region can provide special services as determined by its board of directors. The services and programs offered depend upon local needs and priorities within the region. These needs may exist currently or be based on projected growth, changing lifestyles and demographics, and technological innovations.

Regional councils and planning commissions are an important asset for long-term community recovery work and are well-versed on recovery challenges and needs. They have resources and information that help a community to make decisions about implementation strategies, especially as they pertain to designations, alliances, and grant applications. Additionally, each regional council or planning commission has a comprehensive economic development strategy (CEDS), which offers a detailed view of the opportunities, needs, and challenges within the region to promote and sustain economic growth.

Community leaders and citizens may visit the NACOLG website (http://nacolg.com) for a full list of the programs and services offered by the council of governments.

501(c)(3) Charitable Nonprofit Organizations

A 501(c)(3) refers to a charitable nonprofit organization that is incorporated in a state and designated by the Internal Revenue Service (IRS) as a charitable entity. Nonprofits do not pay federal taxes on programs and services related to their charitable mission. Nonprofit missions can include aid to vulnerable populations; construction, erection and/or maintenance of historic buildings, monuments, or works; reducing the burdens of government; community development; youth programs; and other charitable purposes.

Many grant programs offer funding only to 501(c)(3) charitable nonprofits. A community's recovery committee may decide to incorporate as a charitable nonprofit and partner with the local government to strengthen the recovery effort and opportunities. Depending on the recovery goals and future development plans, the community may choose to structure its charitable nonprofit as a certain type of community service or development organization. These types of organizations are described below.

Community Development Corporations

Community Development Corporations (CDCs) are community-established organizations that anchor local capital through residential and commercial development, ranging from affordable housing to shopping centers and businesses.

Community Housing Development Organizations

Community Housing Development Organizations (CHDOs) earn designation through the federal HOME program and serve as a means to finance housing projects. A CHDO generally is defined as a nonprofit, community-based community service organization that develops affordable housing in the low-income community it serves.

Community Development Financial Institutions

Community Development Financial Institutions (CDFIs) earn designation from the U.S. Treasury Department. A CDFI is a private-sector financial institution that focuses on personal lending and business development efforts in local communities. They are primarily funding sources to support small business growth and development. CDFIs can be an important source for the use of New Market Tax Credits to finance economic development efforts.

Economic Development Organizations

Economic Development Organizations serve as the primary sources of grant funds from federal agencies involved in economic development.

Certified Development Corporations

Certified Development Corporations earn their designation from the U.S. Small Business Administration (SBA) and offer any form of SBA loan assistance. Small Business Development Centers (SBDCs) are partnerships primarily between the government and colleges to provide educational services for small business owners and aspiring entrepreneurs.

Housing Resource Centers

Housing Resource Centers (HRCs) are central points for technical assistance and a resource for stimulating new housing construction as well as rehabilitation. HRCs help existing and potential homeowners to locate resources to repair, build, or purchase a home.

A community or committee should explore all options to determine the best vehicle to develop its recovery strategies and projects. It may choose to structure as, or partner with, one of the community development organization types. Alternatively, the community or committee may elect to incorporate as a charitable nonprofit corporation but not structure it specifically as one of these organizations, based on what best meets the needs and goals of the community for the both its recovery and future development.

Agencies, Universities and Associations

State agencies, universities, and associations provide a broad range of financial and other support to communities and organizations of interest to them. They are an excellent resource for capacity building support, technical assistance, studies and projections, and sometimes even funding. The Alabama Department of Economic and Community Affairs (ADECA) is the coordinating agency under the Governor's Office for long-term community recovery efforts. There are numerous supporting state agencies that assist in long-term community recovery. A list of links to State agency websites is included in Section V of the *Alabama Resource Guide*.

Examples of Other Potential Partners

- Alabama Association of Nonprofits
  http://alabamanonprofits.org
- Alabama Communities of Excellence
  www.alabamacommunitiesofexcellence.org
- Your Town Alabama
  www.yourtownalabama.org
- Alabama Home Builders Association
  www.hbaa.org
- Local university centers and programs
- Local chambers of commerce
- Local development authorities

This is by no means a comprehensive list, but it does illustrate that numerous agencies and organizations can partner with communities to gain needed support during the recovery process. The regional council or planning commission that serves the region is an excellent resource for cultivating and strengthening relationships with these key partners, both public and private. Typically, the regional council or planning commission has existing relationships with the organizations and agencies that are active in the region and can provide insight and resources to help identify and secure critical support for projects. Assembling a strong team of partners to provide support is essential to holistic recovery.

Hackleburg Long Term Community Recovery Committee

October 12, 2011

Dear Citizens and Officials of Hackleburg:

The tornado of April 27, 2010 brought tremendous destruction to our community and challenges to the individuals living there. While nothing can make up for the loss of life experienced by the community; this community has demonstrated a commitment to rebuilding their community. Certainly, the State of Alabama and the nation has seen the spirit and resilience of the citizens of Hackleburg demonstrated not only during the tornado but also during the recovery process.

The Hackleburg community has engaged with the Federal Emergency Management Agency and has actively participated in their long term community recovery. That community spirit and resilience has been demonstrated throughout the recovery planning process. Hackleburg has recognized that their tragedy has also presented them with an opportunity to rebuild their community and position it toward a stronger and more sustainable future.

The community has been actively engaged in the long term recovery process: meeting with FEMA and other partners who could provide assistance. The hours were long but they met the challenge and preserved. We thank all state, local, county, regional and national agencies that partnered in this effort. We would especially like to thank Mr. Nathan Willingham, Regional and Community Planning Director at the Northwest Alabama Council of Local Governments(NACOLG) for all his efforts. Mr. Willingham not only supported the planning effort but will take a lead role in assisting Hackleburg with the recovery process.

As Chair of The Hackleburg Recovery Committee, I am grateful to have been allowed to participate with you in this process and I am humbled by the will that Hackleburg has demonstrated to move forward. I applaud the progress that you have made thus far toward your recovery and implementing the vision for the future. Hackleburg will continue to be the "best hometown in America committed to building a strong family oriented community that meets the challenges of tomorrow with today's values."

Clint Knowles

Clint Knowles, Chair
Hackleburg Recovery Committee

JEFF SESSIONS
ALABAMA

United States Senate
WASHINGTON, DC 20510-0104

COMMITTEES
BUDGET
Ranking Member
JUDICIARY
ARMED SERVICES
ENVIRONMENT AND PUBLIC WORKS

October 21, 2011

Mrs. Debra Conchran
Town of Hackleburg
C/o City Clerk Sandra Bishop
PO Box 279
Hackleburg, Alabama 35564

Dear Friends of Hackleburg,

I'd like to take this opportunity to express my support for the Long-Term Recovery Planning process for the Town of Hackleburg. I'd also like to express my gratitude to each member of the community who came together to pick up the pieces shattered by the events of April 27th. Immediately, local emergency responders and many ordinary citizens in Hackleburg risked their lives to save others.

I also appreciate the leadership and coordinated efforts of the Federal Emergency Management Agency, the Alabama Emergency Management Agency, my colleagues representing Alabama in Congress, State and local leaders. These coordinated and combined efforts must continue to support the strong people of Hackleburg, who are determined to rebuild their city.

The federal government is resolved to join State and local efforts to do everything possible to help the victims of this disaster to recover and resume their lives. This recovery will take time, and the people of Hackleburg should rest assured that the State of Alabama and the nation will be behind their recovery efforts.

Thank you for the work you have done. However, there is more work left to do. I look forward to working with the community leaders as Hackleburg recovers and continues to rebuild strong than ever.

Very truly yours,

Jeff Sessions

Jeff Sessions
United States Senator

JS: ff

BIRMINGHAM
[illegible]

HUNTSVILLE
[illegible]

MOBILE
[illegible]

MONTGOMERY
[illegible]

WASHOUGAL
[illegible]

ALABAMA STATE SENATE
ALABAMA STATE HOUSE
MONTGOMERY, ALABAMA 36130-4600

ALABAMA

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STATE SENATOR 6TH DISTRICT
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RUSSELLVILLE (256) 332-2600
MONTGOMERY (334) 242-7962

COMMITTEES
CHAIRMAN, FINANCE AND TAXATION GENERAL FUND
FINANCE AND TAXATION, EDUCATION FUND
RULES
CONFIRMATIONS
JUDICIARY
CONSTITUTION AND ELECTIONS
AGRICULTURE, CONSERVATION AND FORESTRY
BANKING AND INSURANCE
COMMERCE, TRANSPORTATION AND UTILITIES
HEALTH
ENERGY AND NATURAL RESOURCES
LOCAL LEGISLATION #1

October 17th, 2011

To My Friends and Neighbors in Hackleburg:

Moments after the devastating tornado roared through Hackleburg and the surrounding area people first thanked God for their survival and then went to work helping their neighbors. As bad as the death and destruction was that occurred on April 27th throughout Alabama and in particular here in Senate District 6 which included Hackleburg, Phil Campbell, East Franklin, Oak Grove and Mt. Hope. I tell you that I can not be prouder of the wonderful response of the people both in Alabama and outside it. In the hours and days that followed this devastation I witnessed untold acts of kindness, neighbors helping neighbors, strangers helping neighbors the amount of Christian charity that poured in to aid the people of Hackleburg in their need was most humbling.

One of the hardest parts of the job that the FEMA officials faced was having people to sign up for a claim because they first said " no, go help my neighbor, they have it worse."

I was in Hackleburg the day after the storm and the courage, determination and resourcefulness of the people and those that poured in to help was most inspiring. Our first responders did an outstanding job and all the volunteer groups that soon followed. Hackleburg lost its city pharmacy and only doctors office but within days both were reopened.

We were very fortunate that our Superintendent made the decision to send the school children home from Hackleburg School System for the building themselves were devastated.

As I have said at many meetings this is a marathon and not a sprint but Hackleburg with continued assistance from the State, Federal and Local level will rebuild even bigger, better and stronger.

I'm so impressed by the individuals and businesses that had the will and determination to stay and rebuild in Hackleburg. It is also very gratifying to see so many Federal officials working so closely with our State, City, County and Local officials. By working closely together as a team and with the Federal Emergency Management Agencies, FEMA representatives, I know we can develop a long term plan and support it. I want you to know that I'm committed to continuing the work with our Federal, State, County and Local officials to support a long term economic growth plan for the Town of Hackleburg and the individuals which live in and around it.

In the upcoming weeks and months I'm confident that Hackleburg with assistance from the Federal Government as well as private and public aid organizations which include FEMA we can develop and implement a long term plan. We all need to continue to work together and with God's grace I know that we can rebuild and have a brighter future, so lets keep working together.

Sincerely yours,

Roger H. Bedford, Jr.
Alabama State Senate
District Six

RHB/akh

ACKNOWLEDGEMENTS

Town of Hackleburg
Hackleburg Recovery Committee
- Housing and Community Development Working Group
- Public Facilities/Parks and Recreation Working Group
- Health and Human Services Working Group
- Infrastructure Working Group
- Economic Development/Downtown Revitalization Working Group
- Youth Working Group

Northwest Alabama Council of Local Governments
Hackleburg First Baptist Church
Community Action Partnership of Northwest Alabama
Marion County Commission
People's Trust Bank
Salvation Army
C3 of Northwest Alabama
Your Town Alabama
Create Architects
Farmer/Morgan & Johnson Associates
KPS Group
Top of Alabama Council of Governments
Croy Engineering
Goodwyn, Mills, and Cawood

"The residents and Community Recovery Committee dedicate this community recovery effort to the residents that lost their lives, and to David Cree. Mr. Cree (a FEMA LTCR Community Recovery Planning Specialist), provided selfless devotion to Hackleburg during its hour of need after the April, 2011 tornado.
Your memory lives on in this community."

TOWN OF HACKLEBURG, ALABAMA

WHEREAS, the Town of Hackleburg, Alabama and the surrounding communities in Marion County received a major devastation as a result of the EF-5 Tornado that struck our area in April 27, 2011; and,

WHEREAS, the impact of the tornado resulted in a major loss of life in Hackleburg as well as resulted in major losses to its Housing, Business, Educational, Government (Local, State and Federal), Church and Community facilities; and
WHEREAS, the Town of Hackleburg has lost almost all of its traditional tax base and revenue including income used for operations due to this tornado.

NOW THEREFORE, BE IT RESOLVED BY THE MAYOR AND TOWN COUNCIL OF THE TOWN OF HACKLEBURG, ALABAMA, That the Town of Hackleburg requests that FEMA's Long-Term Community Recovery group and its partner agencies, otherwise known as Emergency Support Function Fourteen (ESF-14), be deployed to fully support the Town of Hackleburg in our long-term recovery as quickly as possible.

BE IT FURTHER RESOLVED That the Mayor and Town Council of Hackleburg, Alabama, encourages its citizens and staff to participate in the recovery activities coordinated through our process in partnership with the County Officials of Marion County, the State of Alabama, FEMA's Long-Term Community Recovery group, and other recovery programs.

Done at a special called meeting of the mayor and town council of the town of Hackleburg, adopted and approved, this 26th day of May, 2011.

TOWN OF HACKLEBURG
Douglas Gunnin
Mayor

Attest: Sandra Bishop

BANK OF HAMILTON