

# G0205: Recovery from Disaster: The Local Community Role



**FEMA**

Student Manual

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# **Unit 1 Introduction to Recovery Concepts**

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## Unit 1: Introduction to Recovery Concepts

Refer to Visual: 1.



Note

Introduction to Recovery Concepts focuses on the practical concepts supporting local government recovery efforts. Changing actions, roles, and responsibilities of local government personnel as a disaster transitions from response to recovery will be discussed

## Unit Objectives

Refer to Visual: 2.

After completing this unit, you will be able to:

1. Explain key concepts of the National Disaster Recovery Framework and how they affect your community.
2. Describe how your roles and responsibilities change as the disaster transitions from response to recovery.
3. Define key recovery terms and concepts, including Whole Community and Community Resilience.
4. Differentiate between pre- and post-disaster recovery plans.

## Activity 1.1 - Your Role in Recovery

**Refer to Visual: 3.**

**Purpose:** To identify changing roles and responsibilities as the community moves from response to recovery.

**Instructions:** Working individually, first imagine your day to day responsibilities. Next, view the “Your Role in Recovery” video and complete the following:

- Describe how your professional roles and responsibilities would change from your day-to-day operational duties to your likely roles and responsibilities during recovery from the disaster scene in the “Your Role in Recovery” video.
- Be prepared to provide a 1 minute summary to the class.



## Activity Video: Your Role in Recovery

Refer to Visual: 4.

[F45A205241531FE66BD613080001170C.wmv](#)



Note

Hvinden, B.(Producer). (2011). [Aerial footage of Minot flooding](#). [Video file.] Federal Emergency Management Agency. Available from FEMA's Multimedia Library at <https://www.fema.gov/media-library/assets/videos/77375>

**ACTIVITY 1.1: Your Role in Recovery**

Individual Activity

20 minutes

**Purpose**

To identify changing roles and responsibilities as the community moves from response to recovery.

**Instructions**

Working individually, view the “Your Role in Recovery” video and complete the following:

1. Describe how your professional roles and responsibilities would change from your day-to-day operational duties to your likely roles and responsibilities during recovery from the disaster scene in the “Your Role in Recovery” video.
2. Be prepared to provide a 1 minute summary to the class.

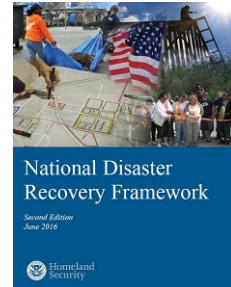


Activity

# National Disaster Recovery Framework

Refer to Visual: 5.

Provides guidance on how all levels of government will work together following a disaster.



## Note

The National Disaster Recovery Framework provides guidance that enables effective recovery support to disaster-impacted states, tribes and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

\*Federal Emergency Management Agency. (Second Edition, June 2016). National Disaster Recovery Framework: Strengthening disaster recovery for the nation. Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/117794>

## Video: Introducing NDRF

Refer to Visual: 6.



### Note

This video, produced in FEMA's Region VII, explores the National Disaster Recovery Framework (NDRF). The NDRF provides guidance that will help communities engage in pre- and post-disaster planning. It also encourages communities to ask questions, identify barriers and generate dialogue around the disaster questions, "What would we do if..." or "Where do we go from here?" Interviews with local and national stakeholders explain the impact this framework will have on disaster recovery.

Source: FEMA Region VII

\*Anderson, J. (Producer). (2012, March 4). [NDRF Rollout in Kansas City](#) [Video file]. Kansas City, MO: Federal Emergency Management Agency. Available from FEMA's Multimedia Library at: <http://www.fema.gov/media-library/assets/videos/79189>

## Transcript for “NDRF Rollout in Kansas City”

NDRF, Video by Leo 'Jace' Anderson - Mar 04, 2012

The National Disaster Recovery Framework is a way that we as a nation, and at all levels, community, tribal, state, federal can start to think differently about recovery.

NDRF is...planning for the future: making plans before disaster happens, connecting people and resources, involving the whole community; realizing that everyone is an emergency manager.

Disasters impact communities in a number of ways. and oftentimes forever change the local footprint, infrastructure and economy of the areas affected. Recent disasters have underscored the challenges communities face as they work to restore quality of life, rebuild infrastructure and revitalize social, economic and environmental vitality.

More than ever, members of the Emergency Management community agree, in order to address these challenges a greater focus is needed on disaster recovery issues especially over the longer term after response efforts have ended. In an effort to address these challenges and revolutionize how we all perceive disaster recovery. Teams of federal, state, and local community partners developed the National Disaster Recovery Framework or NDRF.

NDRF is more than an acronym or a concept. For all citizen in NDRF represents a frame of mind, an innovative way of thinking about, preparing for and recovering from disasters. No matter if your federal, state, or local official, business owner, community leader, member of a faith-based organization or tribal community you are at risk of being impacted by disasters. The NDRF requires that all of us no matter what our background gather at the table of Emergency Management. Each of us has a role in helping our communities recover from disasters. NDRF is not descriptive how we plan organize and identify recovery resources but it is the guide it's your communities roadmap of things to consider, partners to integrate, and policy decisions that may assist the disaster impacted community in recovering more quickly. I think the NDRF pieces will be really important because they'll give us the framework when we first get started. It should speed it up. Disasters do occur, we all have vulnerabilities, be it tornado, hurricanes, flooding even ice storms that can disrupt your electrical. It is to go through a good mitigation planning process that can identify those threats. And then to think of what are your capabilities and what are your limitations. Know when you going to need to call and reach out for help. And know how to do that ahead of time. and make those relationships ahead of time so that when the unthinkable does occur you are as prepared as you can possibly be. With the input from hundreds of citizens, emergency management officials community, tribal, non-profit and private sector partners. The NDRF was created with one goal in mind to build a more resilient nation. The great thing about the framework that 's coming out the Recovery Support Functions we are bringing in local government at this point in time bringing them to the table. In the past we always emphasized state government, federal government and disasters are local recovery is local and this framework that is coming out bringing all these people together in these workgroups is a great idea and we will probably be implementing it in Iowa here shortly. Bottom line it takes a whole community of

individuals, organizations and professionals to help our communities and economy withstand and rapidly recover from disasters. I had a comment from one of the people on the Citizens Advisory Recovery Team one of the co-chairs who said I wish that someone had come to us early on to explain all of the resources and possibilities we have because I think all of us are a little shell shocked at the time we are trying to figure it out because it is all uncharted territory for the survivors of a disaster. Essentially the NDRF does two things it creates and it connects. The NDRF provides guidance or creates a road map for communities helping them to engage in pre- and post-disaster planning. It encourages communities to ask questions identify barriers and generate dialogue around the disaster questions what would we do if or where would go from here. Secondly, the NDRF establishes Recovery Support Functions or RSF's which are six groups of Federal Agencies that aid in problem solving and facilitate access to resources. The NDRF connects this family of agencies with a variety of state tribal communities and non-governmental partners to enhance the coordination of resources and assistance required for disaster recovery. The importance of the Recovery Support Functions is really three-fold First, the coordinating structure and organization of the RSF's is designed to readily align with the recovery elements of an impacted state, tribal, and local governments and the private and volunteer sectors.

Secondly, those assigned to the RSF's intentionally and deliberately coordinate with local, tribal, and state officials to identify and clarify their vision for recovery which in turn helps prioritize the application of federal resources. Thirdly, the use of RSF's as outline in the National Disaster Recovery Framework helps to unify and focus the expertise resources and capabilities of the people and programs across the federal government to meet the needs of disasters survivors and their communities. The National Disaster Recovery Framework represents a challenge a call to action requiring all of us to think beyond our traditional means and modes of disaster recovery planning. Given the importance of the National Disaster Recovery Framework to our nation's larger goal of supporting individuals, families, communities, and states as effectively as possible, the NDRF will be an evolving blueprint an ever improving roadmap for disaster recovery.

I think for Joplin the NDRF is a framework truly the F portion of that word that we can use to develop our plan because it puts all of the needs that we need to consider in one spot. It's really important that the whole community is involved when there's a disaster and we do practice that, but it's a method of making sure that everyone is included. NDRF is, uhm, is the backbone and the guiding path of how to pre-plan how to build relationships and how to be better prepared for catastrophic events. Long term recovery and economic growth. An opportunity to bring stakeholders together and to dialogue about disaster issues. It's a framework for the communities businesses to look at and consider as they work through the recovery process so they may need to focus on all of the core capabilities or they may need focus only on a few of them based on whatever type of disaster they are dealing with. A really wonderful opportunity to open doors for people with accessibility have an access to all come together. Is very important for us to begin thinking and talking about I would also say it's a new born baby as far as I am concerned. They need something to pull out and go to and OK, this is what my next step is. This is what I should be doing. This is where I can go for help. And also it gives the people that provide those services a chance to come together beforehand get to know each other and therefore work better together. We can put a focus on recovery

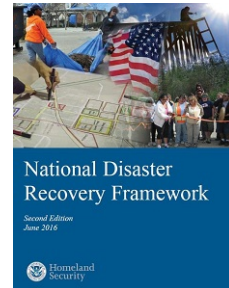
make sure that we are giving it its due attention, because it is the recovery process that really presses the re-set button for the community and allows them to establish where they want to be as they move forward following a disaster. It is only the first step. It is a baby step there's a lot more that needs to happen. We get the word and continue to grow it and to realize the concepts and how we can them work best for those disaster survivors and those communities impacted by disaster.

# National Disaster Recovery Framework

Refer to Visual: 7.

Framework:

- Recovery Guiding Principles
- Roles and responsibilities
- Core Capabilities
- Coordinating structure
- Planning guidance
- Overall process for sustainability



Note

The National Disaster Recovery Framework (NDRF)\* is a conceptual guide designed to ensure coordination and recovery planning before a disaster, and defines how we will work together, following a disaster, to best meet the needs of states, local and tribal governments, communities and individuals in their recoveries.

The first time a framework has been developed at the national level that defines:

- Guiding recovery principles;
- Roles and responsibilities of recovery coordinators and other stakeholders;
- Core Capabilities
- A coordinating structure that facilitates communication and collaboration among all stakeholders;
- Guidance for pre- and post-disaster recovery planning, and;
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter and safer.

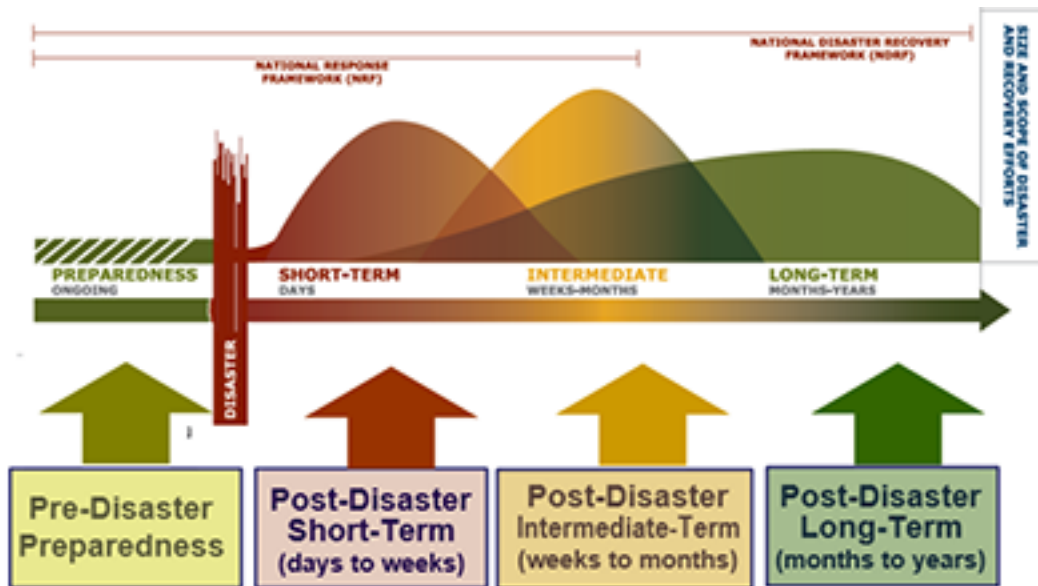
\*This section gives an overview of key concepts presented in the NDRF. To learn more about the NDRF, you may take FEMA's Independent Study course, [IS-2900: National Disaster Recovery Framework \(NDRF\) Overview](https://emilms.fema.gov/IS2900/index.htm), available at <https://emilms.fema.gov/IS2900/index.htm>



# NDRF Recovery Continuum

Refer to Visual: 8.

Includes four stages of activities...



\*Adapted from Federal Emergency Management Agency, 2016, Figure 1. Recovery Continuum – description of activities by phase, p. 11



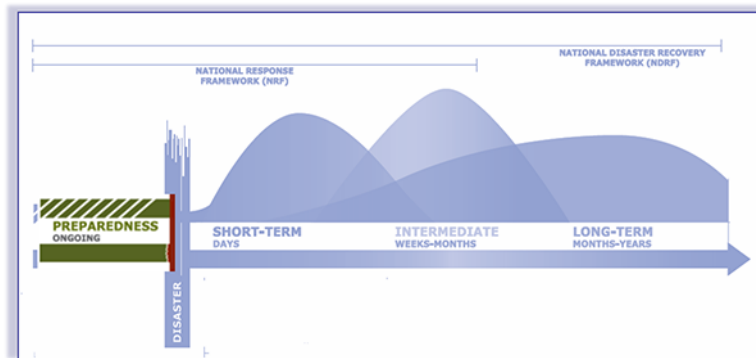
The latest version of the National Disaster Recovery Framework was released in June 2016. We'll discuss the NDRF in greater detail in a moment but for now, we wanted to share the Recovery Continuum.

Note

# Pre-Disaster Preparedness

Refer to Visual: 9.

- Pre-disaster recovery planning
- Mitigation planning and implementation



Note

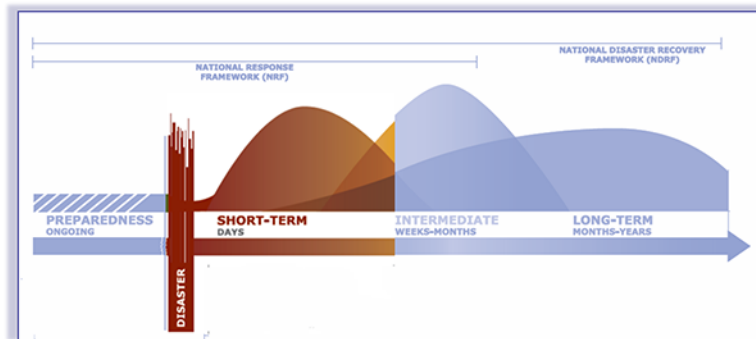
During the Pre-Disaster Preparedness phase, examples of activities would include:

- Pre-disaster recovery planning
- Mitigation planning and implementation

## Post-Disaster Short-Term (Days-Weeks)

Refer to Visual: 10.

- Mass Care/Sheltering
- Debris Clearance



Note

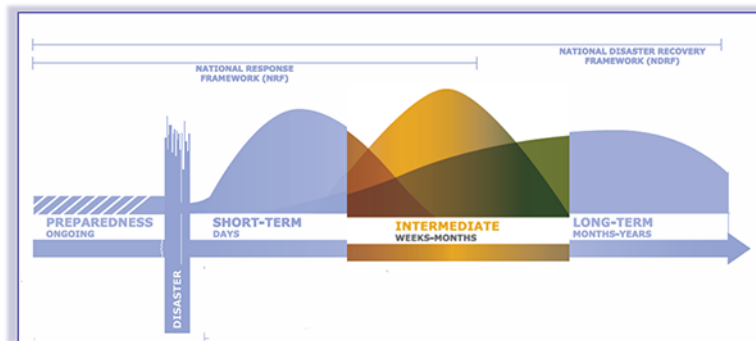
During the Post-Disaster Short-Term (Days to Weeks), examples of activities would include:

- Mass Care/Sheltering - Including provision of integrated mass care and emergency services
- Debris Clearance – initial focus is on clearing primary transportation routes

# Post-Disaster Intermediate-Term (Weeks-Months)

Refer to Visual: 11.

- Interim Housing
- Infrastructure Repair



Note

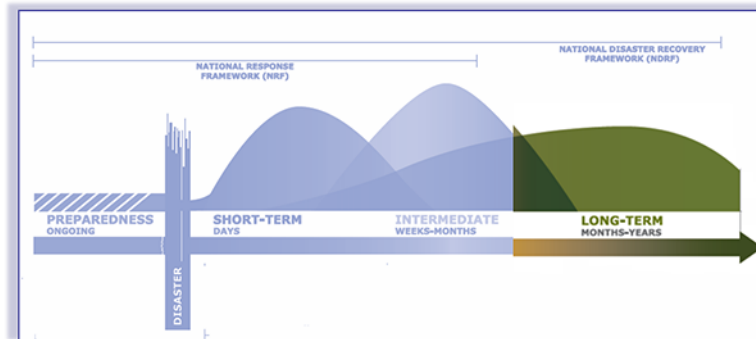
During the Post-Disaster Intermediate-Term (Weeks-Months), example activities would include:

- Housing – provide accessible interim housing solutions
- Infrastructure Repair – plan immediate infrastructure repair and restoration

## Post-Disaster Long-Term (Months-Years)

Refer to Visual: 12.

- Permanent Housing
- Infrastructure Rebuilding



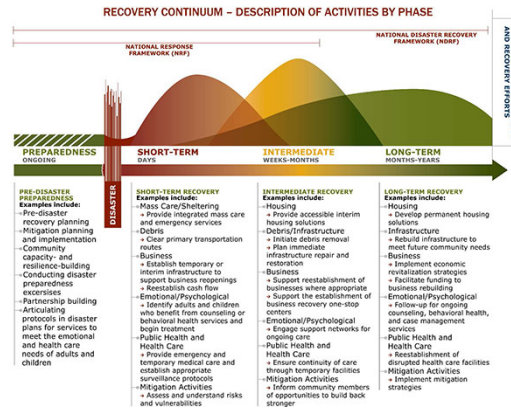
Note


During the Post-Disaster Long-Term (Months-Years) example activities would include:

- Housing – develop permanent housing solutions
- Infrastructure Repair – rebuild infrastructure to meet future community needs

# Recovery Continuum - Description of Activities By Phase

Refer to Visual: 13.





For a textual description of this image, see Appendix C, Recovery Continuum - Description of Activities By Phase - Additional Information.

Note

## Recovery Guidance

Refer to Visual: 14.

### *Whole Community Approach*



#### Note

After Hurricane Katrina, Congress passed a law that called for a more effective way for managing post-disaster recovery (Post-Katrina Emergency Management Reform Act -- PKEMRA). In 2009, the President tasked the U.S. Department of Homeland Security (DHS) and the U.S. Department of Housing and Urban Development (HUD) to strengthen disaster recovery for the Nation.

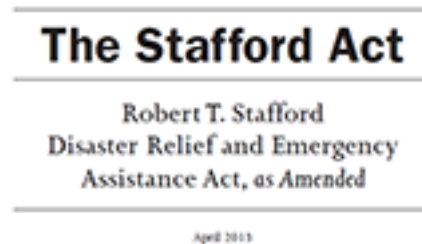
Presidential Policy Directive 8 was issued in 2011, establishing a National Preparedness Goal. That same year, FEMA released both the National Disaster Recovery Framework and the Whole Community Approach (FEMA, 2011b). While the NDRF focuses on the recovery phase of emergency management, the Whole Community Approach focuses on all four aspects of disasters – preparedness, response, mitigation, and recovery.

Information about Whole Community is available here:  
<https://www.fema.gov/whole-community>

# Federal Legislation

Refer to Visual: 15.

Robert T. Stafford Disaster Relief and  
Emergency Assistance Act



## Note

Two major pieces of legislation guiding the Federal Government's role in recovery are the Robert T. Stafford Disaster Relief and Emergency Assistance Act and more recently the Sandy Recovery Improvement Act of 2013.

The Stafford Act was adopted into law in 1988. The Stafford Act was designed to bring an orderly and systemic means of federal natural disaster assistance for state and local governments in carrying out their responsibilities to aid citizens.

\*Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1998, as Amended, 42 U.S.C. § 5121 et seq. (2013, April). Retrieved from <https://www.fema.gov/media-library/assets/documents/15271>



# Sandy Recovery Improvement Act of 2013

Refer to Visual: 16.

January 2013 - Congress passed the Sandy Recovery Improvement Act authorizing several significant changes to the way FEMA delivers disaster assistance.



## Note

In January 2013, Congress passed the Sandy Recovery Improvement Act, authorizing several significant changes to the way FEMA delivers disaster assistance.

The Act's provisions are intended to improve the efficacy and availability of FEMA disaster assistance and make the most cost-effective use of taxpayer dollars.

The "Sandy Recovery Improvement Act Overview Fact Sheet and Status"\* (November 2014) is available from FEMA's online multimedia library at: <https://www.fema.gov/media-library/assets/documents/85495>.

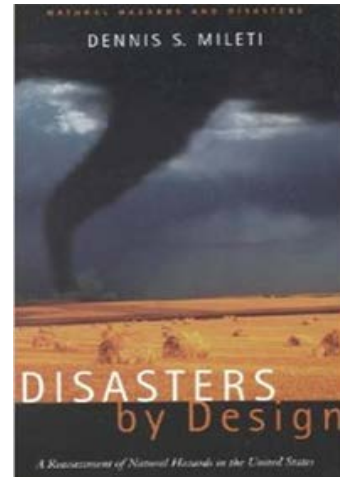
\*Federal Emergency Management Agency. (2014, November). [SRIA fact sheet: Sandy Recovery Improvement Act](#). Available from FEMA's Resource & Document Library at [https://www.doi.gov/sites/doi.gov/files/uploads/Sandy\\_Recovery\\_Improvement\\_Act\\_Fact\\_Sheet\\_pdf.pdf](https://www.doi.gov/sites/doi.gov/files/uploads/Sandy_Recovery_Improvement_Act_Fact_Sheet_pdf.pdf)

## Recovery: Not Just Building Back

Refer to Visual: 17.

Historically, disaster recovery was defined as efforts to put the physical community back together again.

Contemporary perspective is that disaster recovery is a “social process” encompassing decision making about restoration and reconstruction activities.



### Note

#### **Recovery: Not Just Building Back**

Historically, disaster recovery was perceived as simply putting the community back together again.

However, as Dr. Dennis Mileti pointed out in his 1999 book *Disasters by Design*<sup>\*</sup>, the contemporary perspective of recovery is not just a physical outcome but a social process that encompasses decision making about restoration and reconstruction activities.

Dr. Mileti goes on to explain that this new perspective highlights how decisions are made, who is involved in making them, what consequences those decisions have on the community, and who benefits and who does not.

<sup>\*</sup>Mileti, D. (1999). *Disasters by Design: A reassessment of natural hazards in the United States* (Natural Hazards and Disasters series). Washington, D.C.: Joseph Henry Press.

# Disaster Resilience Defined

Refer to Visual: 18.



# Disaster Resilience: Greensburg Kansas

Refer to Visual: 19.

<https://www.youtube.com/watch?v=9x9IHA7TeQ>



## Transcript

Note

0:00 the weather just seemed a little bit unusual. The sound was just deafening.

0:03 we could hear and feel things breaking up...my school was gone, my church was gone, my town was gone

0:07 what are we gonna do?

0:08 we could rebuild and we could start over and rebuild the whole community

0:12 rebuild the town. let's work together. let's try to do it right

0:15 the spirit of the community – “we will rebuild”. Maybe we do have to do it.

0:19 to be able to make a difference that can be felt for generations

0:24 it's very exciting.

0:27 Come and experience the story in Greensburg.

\*Kiowa County Media Center. (2014, May 15). [Greensburg tourism – experience the story](https://www.youtube.com/watch?v=9x9IHAr7TeQ) [Video file]. Retrieved from <https://www.youtube.com/watch?v=9x9IHAr7TeQ>

## Disaster Resilience Defined

Refer to Visual: 20.

Local resiliency with regard to disaster means that a locale is able to withstand an extreme natural event without suffering devastating losses, damage, diminished productivity, or quality of life and without a large amount of assistance from outside the community.



Note

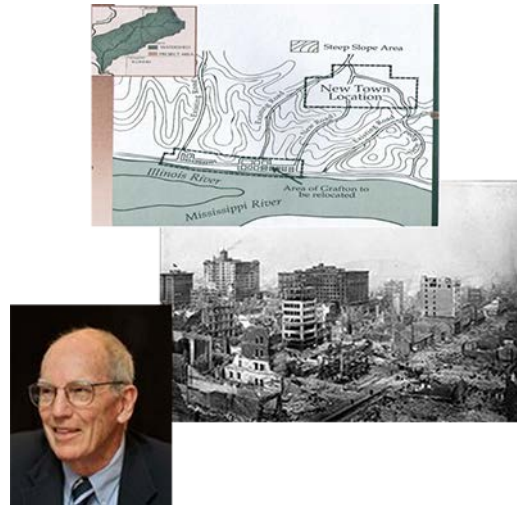
In his book, *Disasters by Design* (1999), Dr. Dennis Mileti (pictured in the visual) defined disaster resilience this way:

“Local resiliency with regard to disasters means that a locale is able to withstand an extreme natural event without suffering devastating losses, damage, diminished productivity, or quality of life and without a large amount of assistance from outside the community”

# Characteristics of Resilience

Refer to Visual: 21.

What are the characteristics of resilient communities?



Note

## An explanation of the graphics on this slide

These are historical examples. The lower photograph is of San Francisco after the 1906 earthquake and fire. The upper graphic is a map of Grafton, Illinois - an area which relocated its downtown from the riverfront to higher ground. Grafton represents one of several Midwestern towns relocated following major flooding in the mid 1990's.

# Characteristics of Resilience

Refer to Visual: 22.

- Redundant
- Diverse
- Efficient
- Autonomous
- Strong
- Interdependent
- Adaptable
- Collaborative



## Note

In his article, "Urban Hazard Mitigation: Creating Resilient Cities,"\* Dr. David Godschalk summarized specifically the characteristics of resilient communities:

- **Redundant** - with a number of functionally similar components so that the entire system does not fail when one component fails.
- **Diverse** - with a number of functionally different components in order to protect the system against various threats.
- **Efficient** - with a positive ratio of energy supplied to energy delivered by a dynamic system.
- **Autonomous** - with the capability to operate independently of outside control.
- **Strong** - with the power to resist attack or other outside force.
- **Interdependent** - with system components connected so that they support each other.
- **Adaptable** - with the capacity to learn from experience and the flexibility to change.
- **Collaborative** - with multiple opportunities and incentives for broad stakeholder participation.

\*Godschalk, D.R., 2003, p. 139

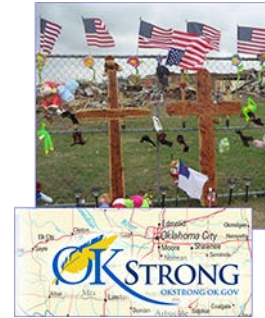


# Building Resiliency into Recovery

Refer to Visual: 23.

Sharing a focus - Mitigation and Recovery:

- Economic
- Housing
- Natural and Cultural Resources
- Infrastructure Systems
- Health and Social Services
- Government sectors



Note

Mitigation and recovery both offer unique opportunities to reduce future risk.

Following any incident, recovery efforts can be leveraged to implement solutions that will increase community resilience in the economic, housing, natural and cultural resources, infrastructure, and health and social services and government sectors.

Recovery projects that increase resilience can occur in any of the community systems outlined above. For instance, housing and infrastructure projects may increase resilience by rebuilding housing to meet new building and accessibility codes that minimize future damages or relocating critical infrastructure out of hazardous areas. Other resilience strategies could focus on diversifying the economy and bringing in sustainable industries or assisting community organizations to increase the resilience of all populations through preparedness efforts.

FEMA's *Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents*, (2015, pp. 30-31)\* includes a short case study involving the deadly impact of tornadoes in 2013 to the community of Moore, Oklahoma. Impacts to the economic sector led to discussions from Oklahoma business leaders on strengthening the economic resilience in the state. A draft economic resilience framework was developed to represent Oklahoma's vision for building capacity in the public and private sectors to strengthen economic resilience statewide. The framework acknowledged the importance of developing a "resilience industry" to strengthen competitiveness, growth and innovation. The key elements of the framework include research and knowledge building, planning, governance, finance, infrastructure, procurement and local sourcing, business continuity

and risk management, workforce support, diversification, technical assistance and communication.

\*Federal Emergency Management Agency. (2015, February). "[Oklahoma Strong: Economic Resilience Initiative](#)" (pp. 30-31). In Effective coordination of recovery resources for state, tribal, territorial and local incidents. Available from FEMA's Resource & Document Library <http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf>

## Types of Recovery Plans

Refer to Visual: 24.

The American Planning Association identifies three types of recovery plans.

- Operational (limited pre-disaster)
- Policy (pre-disaster)
- Recovery (post-disaster)



### Note

The American Planning Association's recent publication *Planning for Post-Disaster Recovery: Next Generation*\* offers a three-part typology of recovery plans, based on their focus and whether they are prepared prior to or after disasters.

The three types are:

1. Operational (limited pre-disaster, may be an annex of the local emergency management plan)
2. Policy (pre-disaster)
3. Recovery (post-disaster)

In this course we be focusing on plan types 2 and 3.

\*Boyd, A., Hokanson, B. J., Johnson, L. A., Schwab, J. C. (Ed.) & Topping, K. C. (2015). *Planning for post-disaster recovery: next generation* (PAS report 576). American Planning Association. Retrieved from the American Planning Association website at [http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA\\_PAS\\_576.pdf](http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA_PAS_576.pdf)

## Policy (pre-disaster)

Refer to Visual: 25.

- Structure for managing recovery
- General policies and guidelines
- Hazard mitigation
- Adjustments in land-use policy and priorities
- Policies for funding of recovery activities.
- Identify recovery resources

*Focus on issues that communities will face regardless of the specific pattern of destruction a disaster may cause.*



### Note

A pre-disaster recovery plan will address issues in a general way that can apply to any event that might occur.

The pre-disaster plan establishes a managerial structure for handling the recovery and defines general policies regarding issues like hazard mitigation, adjustments in land-use policy and priorities, and policies and procedures for funding of recovery activities.

Planners can focus on the policy issues that communities will face regardless of the specific pattern of destruction a disaster may cause.

## Recovery (post-disaster)

Refer to Visual: 26.

- Developed after disaster has occurred to deal directly with the known consequences.
- The distinguishing feature of post-disaster plans is not only the timing of their preparation, but their orientation toward physical planning and urban design.



Note

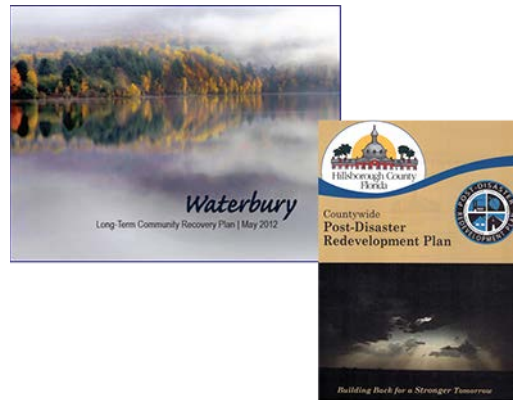
A post-disaster recovery plan is developed after disaster has occurred to deal directly with the known consequences.

The distinguishing feature of post-disaster plans is not only the timing of its preparation, but also its orientation toward physical planning and urban design.

This type of plan will include specific details about recovery projects, organizational priorities and community recovery goals.

# Activity 1.2: Review of Pre-and Post-Disaster Recovery Plans

Refer to Visual: 27.



# Activity 1.2 - Review of Pre-and Post-Disaster Recovery Plans

Refer to Visual: 28.

- **Purpose:** Assess the differences between pre- and post-disaster recovery Plans and identify the benefits of each.
- **Instructions:** Table groups have two plans, a pre-disaster and post-disaster. You will have 30 minutes to compare and contrast the two plans. Select a spokesperson to provide a five-minute summation to the class.

**ACTIVITY 1.2****Review of Pre- and Post-Disaster Recovery Plans**

This activity involves looking at two different types of recovery plans – one written in advance of the disaster (referred to as “Pre-Disaster”) and one written following the disaster event (referred to as “Post-Disaster”).

**Purpose**

To assess the differences between the plans and identify the benefits of each.

**Instructions**

Activity

1. Work within table groups to review a pre- and post- disaster plan. Two plans are provided in hard copy at each table. The electronic files for these two plans are included in the Course Reference Library. The plans can also be retrieved from the Internet via the URLs listed below.
  1. Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City, Florida. (2010). Hillsborough County post-disaster redevelopment plan. Retrieved from <http://www.hillsboroughcounty.org/index.aspx?nid=1795>
  2. Waterbury, Vermont & FEMA's Long Term Community Recovery Program. (2012, May). Waterbury: long-term community recovery plan. Retrieved from <http://www.waterburyvt.com/about/recovery/plan/>
2. Your group will have 30 minutes to review and compare and contrast the two plans.
3. At the conclusion of the review each group will select a spokesperson to provide 5 minute summation to the class.



## L0205 Unit Summary

Refer to Visual: 29.

In this unit you have learned about:

- The National Disaster Recovery Framework
- Key recovery planning terminology and concepts including Whole Community and Community Resilience
- The differences between pre- and post-disaster recovery plans.

# **Unit 2: Recovery Pre-Disaster Planning Guidance for Local Governments**

## Objectives

At the end of this unit, the participants should be able to:

1. List the six key steps of developing a recovery plan using established pre-disaster recovery planning guidance.
2. Explain the nine key activities of pre-disaster recovery plan development.
3. Analyze a pre-disaster recovery plan using the guidance documents provided.

## Scope

- Objectives
- Successful Recovery
- Key Activities in Pre-Disaster Recovery Planning
- Activity 2.1: Pre-Disaster Recovery Plan Evaluation
- Other Resources for Pre- and Post-Disaster Recovery Planning
- Unit Summary
- Recovery Planning Assessment Checklist

## Unit 2 References

- American Planning Association. (ca 2015). [Measuring Success in Recovery \(Planning for post-disaster recovery briefing papers\) \(Issue Brief No. 2\)](https://www.planning.org/research/postdisaster/briefingpapers/pdf/measuring-progress.pdf). Retrieved from <https://www.planning.org/research/postdisaster/briefingpapers/pdf/measuring-progress.pdf>
- Beaufort County, South Carolina, Recovery Task Force. (2016). [Beaufort County 2016 disaster recovery plan](http://beaufortcountydisasterrecovery.net/wp-content/uploads/2017/01/2016-Disaster-Recovery-Plan.pdf). Retrieved from <http://beaufortcountydisasterrecovery.net/wp-content/uploads/2017/01/2016-Disaster-Recovery-Plan.pdf>
- Boyd, A., Hokanson, B. J., Johnson, L. A., Schwab, J. C. (Ed.) & Topping, K. C. (2015). [Planning for post-disaster recovery: next generation \(PAS report 576\)](http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA_PAS_576.pdf). American Planning Association. Available from American Planning Association website at [http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA\\_PAS\\_576.pdf](http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA_PAS_576.pdf)
- Retrieved from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/103445>
- [Community Recovery Management Toolkit](#)
- Fairfax County Office of Emergency Management. (2012, January 5). [Fairfax County pre-disaster recovery plan](http://www.fairfaxcounty.gov/oem/pdrp/pdrp-complete-doc-march2012.pdf). Retrieved from <http://www.fairfaxcounty.gov/oem/pdrp/pdrp-complete-doc-march2012.pdf>
- Federal Emergency Management Agency ESF 14 partners & Florida Long Term Recovery Office. (2005, December). [Long-term community recovery planning process: a self help guide](#). Available from FEMA's Resource &

- Document Library at <http://www.fema.gov/media-library/assets/documents/6337>
- Federal Emergency Management Agency. (2017). *Pre-disaster recovery planning guide for local governments*. <https://www.fema.gov/media-library-data/1487096102974-e33c774e3170bebd5846ab8dc9b61504/PreDisasterRecoveryPlanningGuideforLocalGovernmentsFinal50820170203.pdf>
  - Federal Emergency Management Agency. (2011). [National preparedness goal \(1st ed.\)](http://www.fema.gov/pdf/prepared/npg.pdf). Available from FEMA's Resource & Document Library at <http://www.fema.gov/pdf/prepared/npg.pdf>
  - Federal Emergency Management Agency. (Second Edition, June 2016). *National Disaster Recovery Framework: Strengthening disaster recovery for the nation*. Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/117794>
  - Federal Emergency Management Agency. (2015, February). [Effective coordination of recovery resources for state, tribal, territorial and local incidents](http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf). Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf>
  - Florida Division of Emergency Management & Florida Department of Community Affairs. (2008). [Post-disaster redevelopment planning: a guide for Florida communities](http://www.floridadisaster.org/Recovery/documents/Post%20Disaster%20Redevelopment%20Planning%20Guidebook%20Lo.pdf). Available from <http://www.floridadisaster.org/Recovery/documents/Post%20Disaster%20Redevelopment%20Planning%20Guidebook%20Lo.pdf>
  - Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City, Florida. (2010). Hillsborough [County post-disaster redevelopment plan](http://www.hillsboroughcounty.org/en/residents/public-safety/emergency-management/post-redevelopment-plan-documents). Retrieved from <http://www.hillsboroughcounty.org/en/residents/public-safety/emergency-management/post-redevelopment-plan-documents>

## **Unit 2: Recovery Pre-Disaster Planning Guidance for Local Governments**

Refer to Visual: 1.

## Unit Objectives

Refer to Visual: 2.

After completing this unit, you will be able to:

- Define the nine key activities of pre-disaster recovery plan development.
- Describe the nine key steps of developing a recovery plan using established pre-disaster recovery planning guidance.
- Analyze a pre-disaster recovery plan using the guidance documents provided.

## PDRPG-L

Refer to Visual: 3.

### Pre-Disaster Recovery Planning Guide for Local Governments (PDRPG-L)

- Guidance to local governments and community leaders on the pre-disaster recovery planning process



### Pre-Disaster Recovery Planning Guide for Local Governments

February 2017



FEMA Publication FD-000-01



#### Note

Assisting local governments in implementing the National Disaster Recovery Framework, Recovery Pre-Disaster Recovery Planning Guide for Local Governments (PDRPG-L) offers a range of interpretations, helpful hints, and case studies to ease the process of preparing a pre-disaster recovery plan.

The premise of this document is that effective pre-disaster planning is an important process that allows a comprehensive and integrated understanding of community objectives and connects community plans to guide post-disaster decisions and investments.

The purpose of the guidance is to help local governments take the leadership role in working with the members of their communities to develop recovery capabilities, organizational frameworks and plans. By following the planning process in PDRPG-L, communities will be able to create a written pre-disaster recovery plan that will aid them in effective management of recovery operations after a disaster.

\*Federal Emergency Management Agency. Pre-disaster recovery planning guide for local governments. February, 2017.

# Recovery Core Capabilities

Refer to Visual: 4.

- {Planning}
- {Operational Coordination}
- {Public Information and Warning}
- Infrastructure Systems
- Economic Recovery
- Health and Social Services
- Housing
- Natural and Cultural Resources



## Note

Bracket { indicates common to all mission areas.

The National Preparedness Goal\* (2015, p. 17-20) includes “recovery” as one of the mission areas. It identifies the Recovery Core Capabilities as:

- {Planning}
- {Public information and warning}
- {Operational coordination}
- Economic recovery
- Health and social services
- Housing
- Infrastructure systems
- Natural and cultural resources

The PDRPG-L lists targets for these Recovery Core Capabilities (p. 8).

\*Federal Emergency Management Agency. (2015). [National preparedness goal \(2nd\)](https://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National_Preparedness_Goal_2nd_Edition.pdf). Available from FEMA’s Resource & Document Library at [https://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National\\_Preparedness\\_Goal\\_2nd\\_Edition.pdf](https://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National_Preparedness_Goal_2nd_Edition.pdf)



## Factors for a Successful Recovery

Refer to Visual: 5.

1. Effective Decision-making and Coordination
2. Integration of Community Recovery Planning Processes
3. Well-managed Recovery
4. Proactive Community Engagement, Public Participation, and Public Awareness
5. Well-administrated Financial Acquisition
6. Organizational Flexibility
7. Resilient Rebuilding



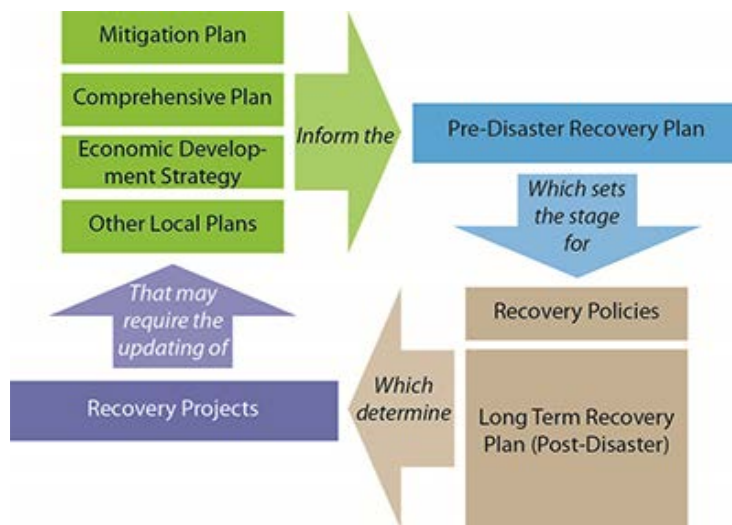
Note

The National Disaster Recovery Framework (NDRF) identified seven factors for successful disaster recovery\*. Those factors from NDRF are elaborated upon in PDRPG-L, "[Factors for a Successful Recovery](#)" (p. 77).

\*Federal Emergency Management Agency. (Second Edition, June 2016). National Disaster Recovery Framework: Strengthening disaster recovery for the nation. Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/117794>

## Relationship Between Plans

Refer to Visual: 6.



### Note

The planning process should incorporate the results of other applicable planning processes in the community and region. Hazard mitigation plans, comprehensive plans, housing plans, and other planning documents can define a wide range of goals for the community and represent shared priorities of community members. Linking recovery planning to build on the community's existing plans will help inform recovery planning efforts, capitalize on past planning efforts so as not to "reinvent the wheel," and incorporate community perspectives.

"Other local plans" might include general plans, redevelopment plans and community revitalization plans.

## Key Activities

Refer to Visual: 7.



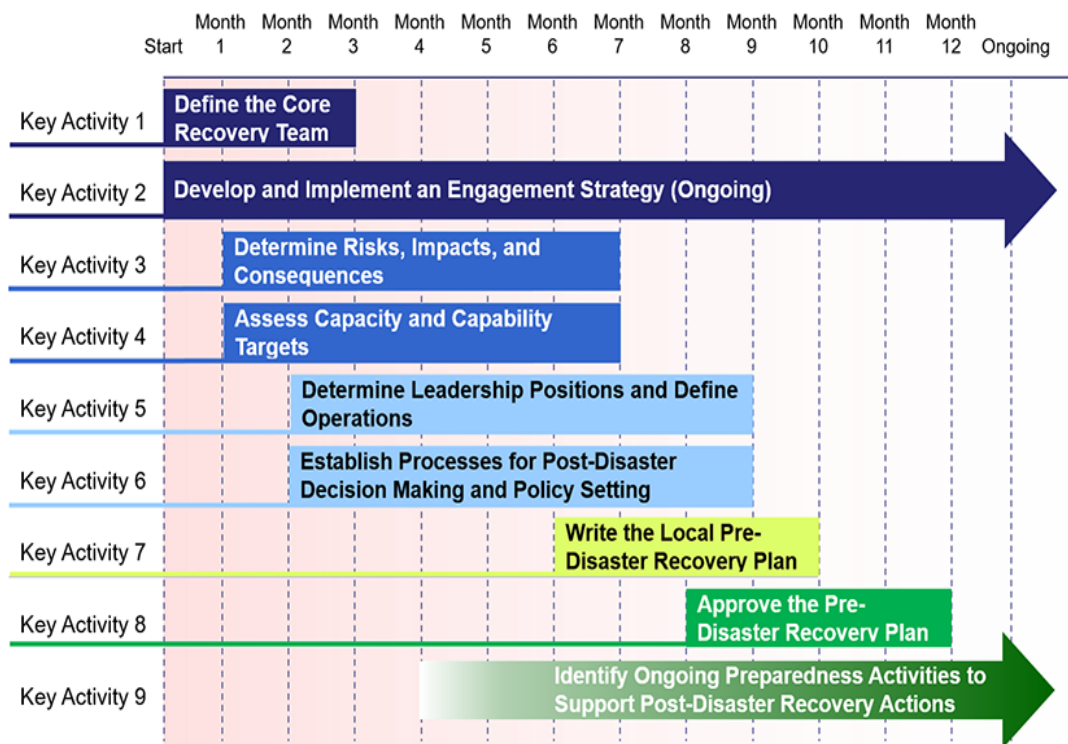
Note

The planning process is categorized into nine key activities:

1. Define the Core Recovery Planning Team, Scope of Planning Activities, and Stakeholder Engagement Strategy
2. Develop and Implement a Stakeholder and Partner Engagement Strategy
3. Determine the Community's Risks, Impacts, and Consequences
4. Assess Community's Capacity and Identify Capability Targets
5. Determine Leadership Positions and Define Operations Necessary for Post-Disaster Recovery Planning and Management Efforts
6. Establish a Processes for Post-Disaster Decision Making and Policy Setting
7. Write the Local Pre-Disaster Recovery Plan
8. Approve the Pre-Disaster Recovery Plan and Associated Regulations
9. Identify Ongoing Preparedness Activities to Support Post-Disaster Recovery Actions

# Recovery - Planning Timeline

Refer to Visual: 8.



**Note**

As you'll note in the Planning Timeline, some key activities must be completed sequentially and others can be done concurrently. The timeline provide estimated schedules that will vary from community to community and are intended to serve as an example only. Since every community is unique, the amount of time it takes to work through each key activity may vary.

\*Adapted from PDRPG-L, p. 28, Figure 6: Example Planning Timeline

## Key Activity One: Team, Partners, Scope

Refer to Visual: 9.

Timeline: 0-3 Months

1. Identify Core Recovery Planning Team Representatives
2. Identify Planning Partners
3. Determine Scope of Recovery Planning Activities



Note

### Key Activity One: Define the Core Recovery Planning Team, Scope of Planning Activities, and Stakeholder Engagement Strategy

1. The timeline for Key Activity One is 0-3 months.
2. Identify Core Recovery Planning Team Representatives. Possible members may include:
  - a. Emergency Management and Public Safety (police/fire/emergency medical services)
  - b. Community Planning
  - c. Zoning and Building Inspection
  - d. Floodplain Management
  - e. Public Works
  - f. Education
  - g. Community Development or Redevelopment Agencies
  - h. Economic Development, (local and regional)
  - i. Environment
  - j. Health and Social Services (including ADA coordinators)
  - k. Housing
  - l. Transportation
3. Identify Key Organizations and Community Leaders that should serve as Planning Partners
  - a. Government agencies ▪ Non-Government Organizations
  - b. Business leaders that work inside or outside of the area covered by the recovery planning process, have responsibilities or authority relevant to some aspect of community development, social services, economic development, business, disaster recovery, and can

assist with data collection or analysis, provide advice on planning, policy development or provide other technical assistance.

4. Determine the Scope of Recovery Planning Activities
  - a. Geographic Area – single jurisdiction or regional plan?
  - b. Content Plan should include policies and requirements that enable recovery, operational processes and guidelines, key people and partners and their recovery roles, and recovery resources, may be documented in the community's other existing planning documents.

\*PDRPG-L, pp. 29-32

## Key Activity Two: Stakeholder and Partner Engagement Strategy

Refer to Visual: 10.

Timeline: Ongoing

1. Scope of Engagements
2. Partner with NGOs
3. Role of Governmental Agencies
4. External Partnerships



PDRPG-L, pp. 33-37

Note

# Key Activity Three: Risks, Impacts, and Consequences

Refer to Visual: 11.

*Timeline: 1-6 Months*

1. Identify Hazards
2. Assess Risks, Vulnerability, and Exposure



## Key Activity Three: Determine the Community's Risks, Impacts, and Consequences

The timeline for Key Activity Three is **1-6 months**.

### Note

Understanding the community's risks and possible direct and indirect impacts to its assets will provide a foundation for the pre-disaster recovery planning process.

1. Identify Hazards

There may be numerous reference documents in your jurisdiction that will assist you in developing an up-to-date risk assessment. Three such references may include: Hazard Mitigation Plan, Emergency Operations Plan, Comprehensive Plan (Safety Element), and a Threat and Hazard Identification and Risk Assessments. Each of these documents contain hazard, risk, impact, and consequences information.

2. Assess Risks, Vulnerability, and Exposure

It is important to understand how the threats and hazards previously identified will impact various sectors of the community. Furthermore, understanding those impacts will allow members of the planning team to focus recovery planning efforts and to determine potential capability gaps given their knowledge of sector-specific impacts.

\*PDRPG-L, pp. 39-41



## Key Activity Four: Capacity Strengths and Weaknesses

Refer to Visual: 12.

### Timeline: 1-6 Months

- Planning and Regulatory
- Organizational and Staffing
- Financial
- Communication and Outreach



### Key Activity Four: Assess Community's Capacity and Identify Capability Targets

The timeline for Key Activity Four is **1-6 months**.

#### Note

Key Activity Four involves assessing the community's capacity and identifying capability targets. Understanding capacity gaps will serve as the basis for resource and partnership decisions throughout the recovery planning process, while understanding strengths will allow the community to leverage its existing resources and expertise. Based on the risk assessment, the next Key Activity addresses the need for the planning team to evaluate the community's capacity to address recovery needs and activities.

Here are some specific steps:

1. Evaluate Planning and Regulatory Strengths and Weaknesses  
Initially, those involved in the pre-disaster recovery planning process should inventory and review policies and regulations currently in place that relate to recovery operations. Careful consideration is needed to evaluate whether these policies and regulations will work to support or hinder post-disaster recovery. Documents to consider include:

- local ordinances

- zoning ordinances
  - subdivision regulations
  - building codes
  - planning documents
  - comprehensive land use plans
  - capital improvements plans
  - transportation plans
  - small area development plans
  - emergency preparedness and response plans
2. Evaluate Local Organizational and Staff Resources Available for Key Recovery Activities and Recovery Management Inevitably, recovery operations will create an increased workload for partners. During pre-disaster recovery planning efforts, it is critical that partner agencies and organizations evaluate their staffing resources. This evaluation will serve to not only identify gaps in staffing quantity or expertise, but will also identify strengths and capacities of various partners.
  3. Evaluate Financial Strengths and Weaknesses Recovering from a disaster costs money. Partner agencies and the community as a whole must consider the tax base of the community in conjunction with the potential loss of tax base due to a disaster, as well as the need for funding to operate government post-disaster. The costs of recovery management and activities should be considered as well.
  4. Evaluate Communication and Outreach Strengths and Weaknesses Communication and outreach strategies are the foundation of developing inclusive partnerships and taking a holistic approach to both pre- and post-disaster recovery planning. In a pre-disaster context, local governments, and their partner agencies should identify their plans and resources available to conduct outreach. Particular attention should be paid to identifying strategies to communicate with seniors, individuals with disabilities and others with access and functional needs; those from religious, racial and ethnically diverse backgrounds; and people with limited English proficiency.

\*PDRPG-L, pp. 43-48

## Key Activity Five: Leadership

Refer to Visual: 13.



*Timeline: 3-9 Months*

1. Leadership Position
2. Organizational Structure
3. Sector-Specific Coordinators



### Key Activity Five: Determine Leadership Positions and Define Operations Necessary for Post-Disaster Recovery Planning and Management Efforts

Note

The timeline for Key Activity Five is **3-9 months**.

1. Leadership Position - Strong leadership is critical for successful recovery, so the identification of such leadership must be a high priority. A strong leader will make securing partnerships easier, in part because the community will be able to demonstrate that it has put time, thought and talent into preparing for recovery. The leader should also have relationships necessary to ensure that recovery activities are closely coordinated with response and mitigation efforts.
2. Establish an Organizational Structure - After the leader has been selected, planners must decide which agencies and organizations will serve in lead roles and which will provide support during the post-disaster recovery process.
3. Create Sector-Specific Coordinator Positions - Other positions that need to be identified in the recovery organization include coordinator positions associated with key areas of community recovery.

\*PDRPG-L, pp. 49-57

## Key Activity Six: Decision Making

Refer to Visual: 14.



*Timeline: 3-9 Months*

1. Goals
2. Priorities
3. Policies



### **Key Activity Six: Establish Processes for Post-Disaster Decision Making and Policy Setting**

The timeline for Key Activity Six is **3-9 months**.

#### Note

In addition to having an effective organizational structure with all of the necessary agencies and partners in place, stakeholders and participants in recovery must also establish leadership principles and a decision-making process.

With likely threats and hazards in mind, the pre-disaster recovery planning team will need to determine what goals, priorities, and policies can be established prior to the disaster. The priorities and processes established pre-disaster will facilitate post-disaster decision making.

Another common means for establishing a process for decision-making is a Recovery Ordinance. Such an ordinance will be discussed later in Unit 2.

\*PDRPG-L, pp. 58-59

## Key Activity Seven: Writing the Plan

Refer to Visual: 15.

Timeline: *6-10 Months*

Refer to the Pre-Disaster Recovery Plan Components found in PDRPG-S



Note

### Key Activity Seven: Write the Local Pre-Disaster Recovery Plan

The timeline for Key Activity Seven is 6-10 months.

Key Activity Seven focuses on pulling the pieces together to write the local Pre-Disaster Recovery Plan. Please refer to Appendix E: Pre-Disaster Recovery Plan Components in the back of PDRPG-S as we go through the various sections.

**Section 1** is the Introduction and includes the purpose of the Plan, a discussion of community capacity, a summary of the risks and vulnerabilities, and the recovery goals and policies.

**Section 2** focuses on Leadership including core community and local leadership, roles, and responsibilities. Also, jurisdictional authorities are outlined.

**Section 3** outlines Operations including interacting with partners, activation of personnel, communication guidelines, notification and engagement of partners, and organizational charts and timelines.

**Section 4** provides tips for Implementation including priorities and policy alternatives, funding strategies, and the post-disaster planning process and community engagement.

\*PDRPG-S, p. 61 and Appendix E: Pre-Disaster Recovery Plan Components, pp. 83-86.

## Key Activity Eight: Approval Process

Refer to Visual: 16.

Timeline: 8-12 Months

1. Community Input
2. Public Hearing



### Key Activity Eight: Approve the Pre-Disaster Recovery Plan and Associated Regulations

The timeline for Key Activity Eight is **8-12 months**.

#### Note

Key Activity Eight focuses on the approval process for the Pre-Disaster Recovery Plan and associated regulations. Community input is an important part of the approval process. Utilizing the means commonly practiced for such policy documents, the jurisdiction should invite the community to read and contribute to the plan prior to the public hearing. Involving the whole community in the pre-disaster recovery planning process will improve results through better identification of risks and impacts, more accurate priorities for post-disaster redevelopment and greater public awareness of the need for preparedness.

\*PDRPG-L, pp. 62-63



### Case Example: Hillsborough County, Florida

#### Note

Methods used by Hillsborough County, Florida, to involve community organizations, businesses and members of the public in development of its pre-disaster recovery plan\* (called a Post-Disaster Redevelopment Plan) included:

- Formation of Technical Advisory Teams comprised of community leaders, including a team that is specifically tasked with addressing public outreach.
- Presentations on the plans at two Citizens Advisory Meetings and six Local Mitigation Strategy working group meetings.
- Creation of a recovery plan Web page used to share information on the preparedness efforts advertisement of meetings and collection of feedback.
- Development of a six-minute video to describe the goals of the planning process and Technical Advisory Committees' roles.
- Holding of six public workshops to present information on the plan, survey of attendees about their knowledge of hazards and redevelopment and collection of feedback on priority redevelopment areas.

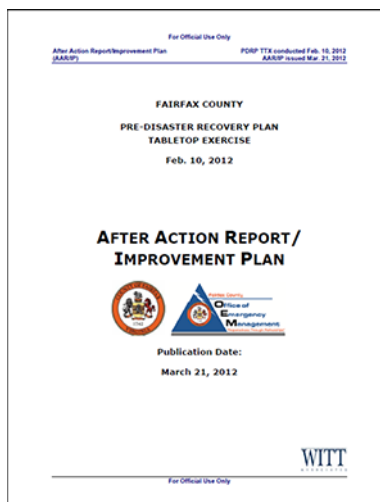
- A survey of businesses to gauge preparedness efforts.  
\*Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City, Florida. (2010). [Hillsborough County post-disaster redevelopment plan](http://www.hillsboroughcounty.org/index.aspx?nid=1795). Retrieved from <http://www.hillsboroughcounty.org/index.aspx?nid=1795>

## Key Activity Nine: Plan Maintenance

Refer to Visual: 17.

Timeline: Month 4 to Ongoing

1. Trainings
2. Exercises
3. Plan Updates



Note

### Key Activity Nine: Identify Ongoing Preparedness Activities\*

The timeline for Key Activity Nine is from month 4 and **ongoing**.

Key Activity Nine involves the ongoing events that assist in maintaining the plan.

Trainings and exercises are a very effective way to present hazard scenarios and ensure the adequacy and effectiveness of the plan.

Case Example: Fairfax County, VA

A tabletop exercise for Fairfax County, VA was conducted in 2012 to conclude the plan writing process. By completing an exercise using the plan\*\*, Fairfax County was also able to identify areas for future improvement of their plan, including roles that needed to be further developed. An after action report was prepared following the tabletop exercise.

\*PDRPG-L, pp. 65-68

\*\*Fairfax County Office of Emergency Management. (2012, January 5). Fairfax County pre-disaster recovery plan. Retrieved from <http://www.fairfaxcounty.gov/oem/pdrp/pdrp-complete-doc-march2012.pdf>



## Activity 2.1 – Pre Disaster Recovery Plan

### Evaluation

Refer to Visual: 18.

Instructions:

- You may select to review Beaufort, SC. Hillsborough FL. OR your own community plan in groups of 3-4
- Identify elements that are good and elements that need improvement.
- Be prepared to present your recommendations to the class in a 5-7 minute presentation.
- 90 minutes for group work.



Recommend that hard copies of local plans or plans provided be used.

Note

**ACTIVITY 2.1 Pre-disaster Recovery Plan Evaluation****Purpose**

Analyze a pre-disaster recovery plan using the nine Key Activities in Recovery Pre-Disaster Planning Guidance for Local Governments.

**Directions**

1. Working in table groups of 3-4 participants, you will review a Pre-Disaster Recovery Plan using the nine Key Activities in PDRPG-L.
2. Your group may select to review your own community's plan, or one of the plans provided in the Course Reference Library. The plans included in the Course Reference Library (also available on the Internet) for use in this activity include:
  1. Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City, Florida. (2010). Hillsborough County post-disaster redevelopment plan. Retrieved from <http://www.hillsboroughcounty.org/index.aspx?nid=1795>
  2. Beaufort County, South Carolina, Recovery Task Force. (2011).
  2. Beaufort County 2016 disaster recovery plan. Retrieved from <http://beaufortcountydasterrecovery.net/wp-content/uploads/2017/01/2016-Disaster-Recovery-Plan.pdf>
3. During your review of the chosen plan, participants should identify elements that are good about the plan and elements that need improvement, based on the planning guidance within the nine Key Activities of PDRPG-L. Formulate your considerations into lists of these elements.
4. Your group will have 5-7 minutes to present your recommendations to the class. You may present your recommendations on easel charts or Microsoft PowerPoint for projection to the rest of the class, whichever is preferred.



Activity

# **Other Resources for Pre- and Post-Disaster Recovery Planning**

Refer to Visual: 19.

## Coordination of Recovery Resources

Refer to Visual: 20.



### Note

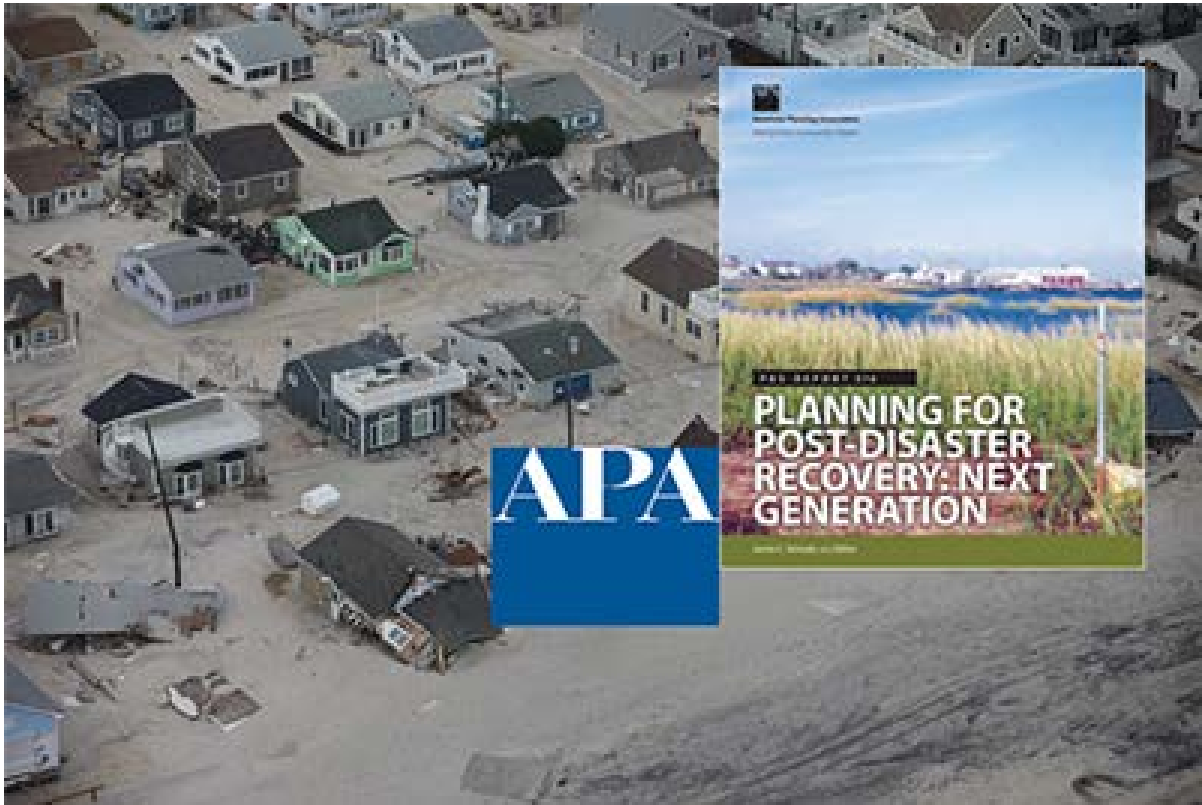
*Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents* was released in February, 2015. The document contains updated information relating to post-disaster planning and coordination. This national guidance document updates information from a FEMA publication from 2005, *Long-Term Community Recovery Planning Process*.

\*Federal Emergency Management Agency. (2015, February). [Effective coordination of recovery resources for state, tribal, territorial and local incidents](http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf). Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf>

\*\*Federal Emergency Management Agency ESF 14 partners & Florida Long Term Recovery Office. (2005, December). [Long-term community recovery planning process: a self help guide](http://www.fema.gov/media-library-data/20130726-1538-20490-8825/selfhelp.pdf). Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library-data/20130726-1538-20490-8825/selfhelp.pdf>

# Planning for Post-Disaster Recovery: Next Generation

Refer to Visual: 21.



## Note

In 2015, American Planning Association published an update to its 1998 guidebook, *Planning for Post-Disaster Recovery and Reconstruction*. The 2015 publication is called *Planning for Post-Disaster Recovery: Next Generation*.

With content penned primarily for land use planners, the theme of APA's Next Generation is that as a community plans for the future, development and redevelopment must incorporate reduction of future risks. In particular, stressors including climate change and extreme weather necessitate the need to plan smarter. The authors emphasize that we need to ensure that we do not build or rebuild in harm's way where future risks can be anticipated. Communities also need to be ready to act with recovery plans in hand and to apply their mitigation

and climate adaptation policies in the fast-moving post-disaster period. The rapid change brought on by a disaster requires an equally rapid and adaptable post-disaster recovery process so communities are able to take advantage of opportunities to rebuild smarter by integrating mitigation into redevelopment.

The 2015 publication provides a broad range of discussions on topics relating to recovery.

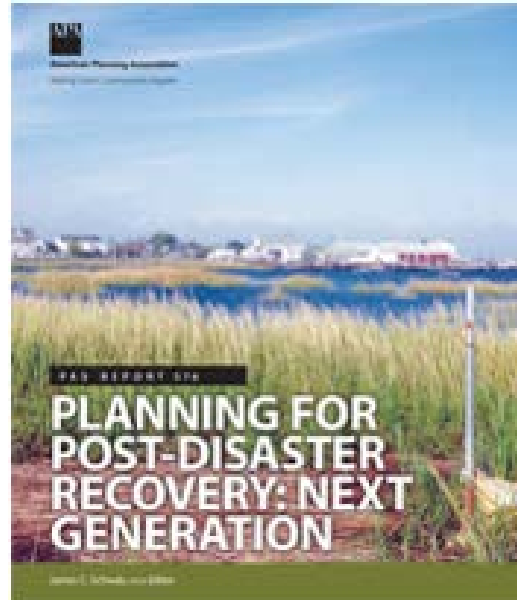
\*Boyd, A., Hokanson, B. J., Johnson, L. A., Schwab, J. C. (Ed.) & Topping, K. C. (2015). [Planning for post-disaster recovery: next generation \(PAS report 576\)](#). American Planning Association. Available from American Planning Association website Retrieved from FEMA's Resource & Document Library at:  
[http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA\\_PAS\\_576.pdf](http://www.fema.gov/media-library-data/1425503479190-22edb246b925ba41104b7d38eddc207f/APA_PAS_576.pdf)

# Model Pre-Event Recovery Ordinance

Refer to Visual: 22.

Model Ordinance, page 177 of APA Next Generation

- Authority
- Structure and Organization
- Safety and Betterment
- Buys Time



## Note

After a disaster, there are urgent demands to restore “normalcy”. There is great pressure to replace development “as it was”, raising likelihood of future repetitive losses – it could happen again.

- Planning is needed to make things safer and better.
- A recovery ordinance reduces time because it establishes authority to act.

American Planning Association has included a model pre-event recovery ordinance in [Appendix A of Planning for Post-Disaster Recovery: Next Generation](#) (pp. 177-194).

# Community Recovery Management Toolkit

Refer to Visual: 23.



Website: <http://www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit>



## Note

The Community Recovery Management Toolkit is a compilation of guidance, case studies, tools, and training to assist local communities in managing long-term recovery following a disaster. The materials provided in this toolkit are aimed at providing guidance and resources to help local officials and community leaders to lead, organize, plan for, and manage the complex issues of post-disaster recovery.

\*Community Recovery Management Toolkit | FEMA.gov. Available from <http://www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit>



## Recovery Planning Guidance

Refer to Visual: 24.

### ***State of Florida, Post-Disaster Redevelopment Planning – A Guide for Florida Communities***

*“Rebuilding a community after a major or catastrophic disaster is a huge undertaking. The most effective way to accomplish holistic post-disaster redevelopment is to be prepared before a disaster strikes.”*



#### Note

To date, the best recovery-related guidance to communities has come from the state of Florida. In 2010, the State published *Post-Disaster Redevelopment Planning – A Guide for Florida Communities\**. A Post-Disaster Redevelopment Plan (PDRP) is now a requirement for all Florida coastal counties and municipalities and is encouraged for inland communities. The PDRP is intended to identify policies, operational strategies, and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster. The PDRP emphasizes seizing opportunities for hazard mitigation and community improvement consistent with the goals of the local comprehensive plan and with full participation of the citizens.

The purpose of the Guide was to develop a planning process that would encourage vulnerable communities to undertake the preparation needed to ensure long-term sustainability and guide them through pre-disaster planning and post-disaster implementation.

The writing of the Guide included researching redevelopment lessons learned during previous disasters, applying the research during the drafting of a long-term post-disaster redevelopment planning process, and testing the planning process through a series of pilot projects.

Six communities were chosen by the State of Florida to be case studies and build the foundation for the Guidebook.

\*Florida Division of Emergency Management & Florida Department of Community Affairs. (2008). [Post-disaster redevelopment planning: a guide for Florida communities](http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf). Available from <http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf>

## Unit Summary

Refer to Visual: 25.

In this unit, you have learned how to:

- Define the nine key activities of pre-disaster recovery plan development.
- Describe the nine key steps of developing a recovery plan using established pre-disaster recovery planning guidance.
- Analyze a pre-disaster recovery plan using the guidance documents provided.

# **Unit 3: Leading and Managing Recovery**

## Objectives

At the end of this unit, the participants should be able to:

1. Identify sources of financial assistance available to the community.
2. Describe the function of an Unmet Needs Committee.
3. Explain the importance of proper documentation.
4. Describe the actions a community leader can take to lead the community through recovery.
5. Describe the role of the Recovery Leader.
6. Applying learning points to solve problems faced by a Recovery Task Force.

## Scope

- Overview
- Introduction-Leadership versus Management
- Managing the Recovery
- Leading the Recovery
- Activity 3.1: Who Will Lead?
- Leading the Recovery (continued)
- Activity 3.2: Recovery Task Force Challenges
- Unit Summary

## Unit 3 References

- Department of Homeland Security, Office of Inspector General. (2014, June). [FEMA should recover \\$258,488 of public assistance grant funds awarded to the Graton Community Services District, California \(OIG-14-109-D\)](http://www.oig.dhs.gov/assets/GrantReports/2014/OIG_14-109-D_Jun14.pdf). Retrieved from [http://www.oig.dhs.gov/assets/GrantReports/2014/OIG\\_14-109-D\\_Jun14.pdf](http://www.oig.dhs.gov/assets/GrantReports/2014/OIG_14-109-D_Jun14.pdf)
- Evans, E. A. (2014). [Navigating the OMB Super Circular Changes](http://www.caplaw.org/resources/PublicationDocuments/updatenewsletter/2014/CAPLAW_NavigatingtheOMBSuperCircularChanges_SpecialEdition2014.pdf). *CAPLAW Update Newsletter, Special Edition*. Washington, D.C.: Community Action Program Legal Services, Inc., Department of Health and Human Services. Available from [http://www.caplaw.org/resources/PublicationDocuments/updatenewsletter/2014/CAPLAW\\_NavigatingtheOMBSuperCircularChanges\\_SpecialEdition2014.pdf](http://www.caplaw.org/resources/PublicationDocuments/updatenewsletter/2014/CAPLAW_NavigatingtheOMBSuperCircularChanges_SpecialEdition2014.pdf)
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- Federal Emergency Management Agency. (Second Edition, June 2016). National Disaster Recovery Framework: [Strengthening disaster recovery for](#)

- [the nation](http://www.fema.gov/media-library/assets/documents/117794). Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/117794>
- Federal Emergency Management Agency. (2015, February). [Appendix A: Recovery Coordination and Support Action Executive Checklist \(pp. 35-36\). Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents](#). Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library-data/1423604728233-1d76a43cabf1209678054c0828bbe8b8/EffectiveCoordinationofRecoveryResourcesGuide020515vFNL.pdf>
  - Indiana Department of Homeland Security, Public Assistance Grant Program. (2014). [Reimbursement procedures for FEMA public assistance](#). Retrieved from <http://www.in.gov/dhs/files/reimburse.pdf>
  - Torsell, C. V. & Nagel, J. C. (2015, July 9). [Federal disaster assistance response and recovery programs: brief summaries \(CRS Report for Congress, RL31734\)](#). Retrieved from Naval Postgraduate School Homeland Security Digital Library website: <https://www.fas.org/sgp/crs/homesecc/RL31734.pdf>
  - Tracey, S. (Producer). (2012, May 1). [Partnering for recovery](#) [Video file]. Retrieved from <https://www.fema.gov/media-library/assets/videos/79737>
  - [Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards](#), 78 Fed. Reg. 78,590 (Dec. 26, 2013) (codified at 2 C.F.R. Chapter I, Chapter II, pt. 200 et al.). Available from <http://www.gpo.gov/fdsys/pkg/FR-2013-12-26/pdf/2013-30465.pdf>
  - Waterbury, Vermont & FEMA's Long Term Community Recovery Program. (2012, May). [Waterbury: long-term community recovery plan](#). Retrieved from <http://www.waterburyvt.com/about/recovery/plan/>

## **Unit 3: Leading and Managing Recovery**

Refer to Visual: 1.

## Objectives

Refer to Visual: 2.

At the end of this unit, the participants should be able to:

1. Identify sources of financial assistance available to the community.
2. Describe the function of an Unmet Needs Committee.
3. Explain the importance of proper documentation.
4. Describe the actions a community leader can take to lead the community through recovery.
5. Describe the role of the Recovery Leader.
6. Applying learning points to solve problems faced by a Recovery Task Force.

# What is the difference between Leadership and Management?

Refer to Visual: 3.



## Note

Disaster recovery takes both a strong leadership presence and good management.

What is the difference between leadership and management? Why is each essential to a successful recovery?

In this unit we will discuss the importance of both strong leadership and good management and some of the elements of each. First we will cover the management of recovery followed by a discussion on the leadership role.



## Managing the Details

Refer to Visual: 4.

- Cost recovery
- Creative financing
- Documentation
- Project management
- Legal issues
- Staffing Issues
- Assistance to disaster survivors

## Cost Recovery

Refer to Visual: 5.

The FEMA portion of disaster assistance is to help communities recover to safe, secure and sanitary conditions – NOT to make the community whole again.



### Note

It is important for local jurisdictions to understand the share of the disaster recovery costs they will have to bear.

According to the Stafford Act, the FEMA share of presidentially declared disasters is generally 75% of eligible recovery costs that are reimbursed to state and local governments.

Following a presidential disaster declaration, some states pay all of the remaining 25% of eligible costs for state and local recovery. Others vary between zero and 25% percent of local costs.

There are some exceptions to this rule that we have seen in disasters, including Hurricane Katrina and Superstorm Sandy, where additional federal funding was approved due to the catastrophic nature of the events. These exceptions require legislative action.

There are federal resources available to assist state and local jurisdictions even if there is no presidential declaration. This is called direct federal assistance and may include Incident Management Assistance Teams, specific resources, and technical assistance.

You can learn more about FEMA Public Assistance by taking FEMA's Independent Study Course, IS-634: Introduction to FEMA's Public Assistance Program\*.

There have been significant changes to the rules governing how states and other entities receiving federal grant funds are allowed to spend and administer those federal grant funds. On December 26, 2013, the federal Office of Management and Budget (OMB) issued a document called Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards, referred to in short hand as the "Super Circular" document. This document streamlines requirements related to administration, use, and audit of federal grant funds by nonprofit organizations, state, local and tribal governments, and colleges and universities.

A guide to the Super Circular called Navigating the OMB Super Circular Changes, by CAPLAW, is included in the Course Reference Library\*\*. The content of the Super Circular\*\*\* is available as part of the Federal Register at <http://www.gpo.gov/fdsys/pkg/FR-2013-12-26/pdf/2013-30465.pdf>.

\*Federal Emergency Management Agency. (n.d.). [IS-634: Introduction to FEMA's Public Assistance Program](#). Available from <http://training.fema.gov/is/courseoverview.aspx?code=IS-634>

\*\*[Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards](#), 78 Fed. Reg. 78,590 (Dec. 26, 2013) (codified at 2 C.F.R. Chapter I, Chapter II, pt. 200 et al.). Available from <http://www.gpo.gov/fdsys/pkg/FR-2013-12-26/pdf/2013-30465.pdf>

\*\*\*Evans, E. A. (2014). [Navigating the OMB Super Circular Changes](#). CAPLAW Update Newsletter, Special Edition. Washington, D.C.: Community Action Program Legal Services, Inc., Department of Health and Human Services. Available from [http://www.capl原因.org/resources/PublicationDocuments/updatesnewsletter/2014/CAPLAW\\_NavigatingtheOMBSuperCircularChanges\\_SpecialEdition2014.pdf](http://www.capl原因.org/resources/PublicationDocuments/updatesnewsletter/2014/CAPLAW_NavigatingtheOMBSuperCircularChanges_SpecialEdition2014.pdf)

## Federal Programs

Refer to Visual: 6.

The federal portion of disaster assistance is to help communities recover to safe, secure and sanitary conditions – NOT to make the community whole again.

(Congressional Research Service: July 9, 2015)



### Note

There are numerous federal programs and agencies that may provide recovery assistance. The programs range from direct disaster programs to very unique and focused support. On the following pages is a brief report from the Congressional Research Service<sup>1\*</sup> that gives an overview of these programs and agencies.

\*Torsell, C. V. & Nagel, J. C. (2015, July 9). [Federal disaster assistance response and recovery programs](https://www.fas.org/sgp/crs/homsec/RL31734.pdf): brief summaries (CRS Report for Congress, RL31734). Retrieved from Naval Postgraduate School Homeland Security Digital Library website <https://www.fas.org/sgp/crs/homsec/RL31734.pdf>

## Creative Financing

Refer to Visual: 7.

- Restructure local budget
- Insurance
- Financing
- General obligation bonds
- Revenue bonds
- Diverse partnerships



### Note

Restructuring the local budget is generally the first option exercised in a post disaster situation. Unobligated general funds and reserves may be obligated to assist in funding recovery activities. In more severe situations existing budgets may be reallocated to offset expenses.

The community may be further impacted by the loss of some of its tax base, due to loss of residences, business and jobs.

Insurance is the first line of defense against property losses. Be aware that self-insured jurisdictions may be required to spend down their self-insurance limits before additional assistance will be available. Determination of insurance coverage is a primary consideration for Public Assistance Program eligibility.

Financing may be necessary to cover the recovery costs. The primary ways local governments borrow money is through bond issues and tax programs. Most governments have the authority to finance bond issues, but may have to enact legislation for tax programs. Arrangements may also be made with banks for short term loans.

Partnerships may be a good option for projects related to special interests, downtown associations, parks, revitalization, etc. In some cases, non-profits, businesses and foundations have provided grants for special projects related to community recovery. Cost sharing with other jurisdictions when appropriate may also provide creative funding options.

## Assistance to Disaster Survivors

Refer to Visual: 8.

While it is not generally the role of local government to provide direct assistance to individuals and families, it may be important to help organize these services in a way that enhances access to members of the community.



### Note

In addition to FEMA's Individual Assistance Program, there are a variety of voluntary organizations, advocate groups and social service agencies that may be able to assist survivors with disaster recovery issues.

It is important to know what agencies and organizations exist within your community that may be able to help with individual needs during recovery. These agencies and organizations may not typically be tasked with recovery assistance, but can be asked to help when needed.

These agencies and organizations may be grouped in to one disaster recovery organization called the Unmet Needs Committee.

## Assistance to Disaster Survivors (cont.)

Refer to Visual: 9.

**Unmet Needs Committee** is a unique organization that many communities have adopted as part of their recovery planning. The Committee acts as a safety net by providing creative ways to provide help when traditional assistance programs fall short.



Note

Not all needs can be met by traditional state and federal assistance programs. Even voluntary agencies have a specific scope of services that may not meet all needs.

An Unmet Needs Committee can be used in situations where traditional programs are not meeting the needs, or when the event is not large enough to have made these programs available.

The Unmet Needs Committee will need to develop rules for operating. This might include:

- Developing an operational plan (the simpler the better)
- Meeting frequency
- Establishing a client confidentiality policy
- How resources will be committed

# Documentation

Refer to Visual: 10.

Documentation of activities and costs is an essential part of disaster recovery.



## Note

Documentation supports reimbursement. Accurate and complete documentation will help ensure that the maximum level of state and federal assistance is received. Although there is no guarantee of state or federal assistance, local governments should follow the same documentation guidelines.

Local governments should be proactive by establishing documentation policies and procedures before disaster strikes. Staff should be trained in documentation policies and procedures prior to a disaster. Note that documentation procedures should be in place for the following documents:

- Contracts
- Procurement processes
- Project tracking
- Expenses
- Grants
- Insurance claims
- Wage rates and policies
- Other personnel related policies

Failure to keep detailed, accurate documentation may result in a jurisdiction returning funds to FEMA. An example of a situation where FEMA recovered funding due to lack of documentation can be retrieved from:



[http://www.oig.dhs.gov/assets/GrantReports/2014/OIG\\_14-109-D\\_Jun14.pdf](http://www.oig.dhs.gov/assets/GrantReports/2014/OIG_14-109-D_Jun14.pdf)\*

\*Department of Homeland Security, Office of Inspector General. (2014, June). FEMA should recover \$258,488 of public assistance grant funds awarded to the Graton Community Services District, California (OIG-14-109-D). Retrieved from [http://www.oig.dhs.gov/assets/GrantReports/2014/OIG\\_14-109-D\\_Jun14.pdf](http://www.oig.dhs.gov/assets/GrantReports/2014/OIG_14-109-D_Jun14.pdf)

## Documentation

Refer to Visual: 11.

- Does your jurisdiction have documentation procedures in place?
- Are there procurement procedures in place?
- Are there policies in place for disaster pay rates, overtime, benefits?
- Have you documented force account labor rates?
- Are there specific disaster recovery documentation requirements in your State?
- Who will be responsible for developing these policies and procedures?



Note

These questions can be used as a “documentation checklist”, as a starting point for developing documentation procedures.

[Sample of guidelines for cost recovery and documentation from the state of Indiana on the following pages.](#)

## Legal Issues

Refer to Visual: 12.

Ensure that all legal documents and policies are reviewed by legal staff.

What are some of the kinds of documents that should be reviewed?



Note

It is important to develop a recovery plan before the disaster happens. The plan should include ordinances, policies and procedures.

Some policies, ordinances and procedures may be specific to the recovery process and will not apply during day to day operations. It is important to anticipate the types of changes needed during recovery operations and have necessary ordinances, policies and procedures either in place, or ready to enact when the need arises.

What are some types of documents that you think should be reviewed by legal staff?

# Staffing Considerations

Refer to Visual: 13.



Local governments will need adequate numbers of trained staff to manage the workload of recovery efforts.



Note

The number of additional staff needed to manage recovery efforts will vary from disaster to disaster. Each jurisdiction will base their staffing decisions on size of the event, amount of damage, available resources and the recovery organization structure.

Each jurisdiction will need to determine what it takes to maintain current government functions, the scope of the recovery work to be done and available staff within the organization. Similar to a gap analysis, answering these questions will help the jurisdiction decide what additional staff and expertise is needed to face the recovery challenge.

## Staffing Considerations

Refer to Visual: 14.

- How many staff will be needed?
- Can existing staff be temporarily reassigned?
- What training will be required?
- Where will the additional staff work?
- What expertise is needed?
- Where can additional staff be obtained?
- Are existing staff members also disaster survivors?
- How will the stress of the recovery be managed?



The questions found on this slide are some staffing considerations.

Note

## Leading the Recovery (1 of 5)

Refer to Visual: 15.

To successfully lead the recovery and establish a vision for the future, a leader must have a solid understanding of the whole community.



The primary role of leadership is to represent the community throughout the recovery process.

Note

## Activity 3.1: Who Will Lead?

**Refer to Visual: 16.**

**Purpose:** Consider attributes of a recovery leader.

**Instructions:**

1. Review list of attributes.
2. Recommend any additional attributes you believe are critical to the success of a recovery leader.
3. Identify candidates within your jurisdiction that meet or exceed the attributes.

10 Minutes



Note

The most fundamental need in this stage is to answer the question of “who will lead?”

A credible, strong leader can help coordinate and convene the appropriate stakeholders, establish and drive organizational priorities and policies, resolve issues and challenges and deconflict competing interests.

**ACTIVITY 3.1 Who Will Lead?****Purpose**

To consider attributes of a recovery leader.

**Directions**

Activity

1. Refer to “Appendix A: Recovery Coordination and Support Action Executive Checklist”, from [FEMA’s Effective coordination of recovery resources for state, tribal, territorial and local incidents \(2015\)](#). The second item on the checklist includes recommended leadership attributes of a recovery coordinator or manager.
2. Consider the attributes on this checklist, and recommend any additional attributes you believe are critical to the success of a recovery leader.
3. Identify candidates within your jurisdiction that meet or exceed the attributes.



## Leading the Recovery (2 of 5)

Refer to Visual: 17.

- Vision for recovery
- Visible
- Proactive
- Set the tone for cooperation
- Involve community partners
- Gain support for recovery initiatives
- Lobby for support
- Host VIP's president, partners, potential benefactors



### Note

The role of the recovery leader will include involvement in the following activities:

- Establishing a vision for recovery
- Setting the tone for cooperation
- Fostering relationships with community partners
- Garnering support for recovery initiatives
- Lobbying for support
- Hosting VIP's president, partners, potential benefactors

The recovery leader should be visible and proactive in the course of conducting all of these activities.

## Leading the Recovery (3 of 5)

Refer to Visual: 18.



***Establish a vision for recovery.***



### Note

Leaders must be able to envision the community's future as they move through the recovery process. Leaders must also be able to impart this vision to others to gain support and enthusiasm for recovery projects and programs.

A leader might consider the following questions when creating a vision for their community's recovery. These questions may be asked at staff meetings, focus groups, community meetings, and at other gatherings involving community groups and citizens.

- How do we define recovery and what will our community look like when it is achieved?
- What opportunities exist for improvement in the community infrastructure, facilities and amenities?
- Are there key events and historical or cultural issues that must be considered and preserved as part of the recovery?
- How should recent or long-term changes in demographics be considered when planning for recovery programs and projects? (i.e. how has the community changed from its beginning to the present day?)
- How do sustainability and mitigation issues relate to decisions about recovery?

## Leading the Recovery (4 of 5)

Refer to Visual: 19.

***Leaders must set the tone for cooperation.***



Note

In setting the tone for cooperation, leaders must be visible and proactive throughout the process. Doing so will help obtain essential community support for recovery initiatives.

Leadership may find it necessary to lobby for support of recovery initiatives. This may include both political and financial support. This lobbying effort may include hosting VIP's, community groups and partners as well as potential benefactors for special projects and programs.

## Selling Waterbury - Partnering for Recovery

Refer to Visual: 20.

Video link (4 minutes): <https://www.fema.gov/media-library/assets/videos/79737>



### Note

With the completed Waterbury, Vermont's Long-Term Community Recovery Plan\*\* in hand, FEMA facilitated a meeting for Waterbury with prospective "recovery partners." This video introduces the process of Waterbury "selling" the projects within their Recovery Plan to state, federal, and foundation partners who could help Waterbury rebuild their community.

\*Tracey, S. (Producer). (2012, May 1). [Partnering for recovery](https://www.fema.gov/media-library/assets/videos/79737) [Video file]. Retrieved from <https://www.fema.gov/media-library/assets/videos/79737>

\*\*Waterbury, Vermont & FEMA's Long Term Community Recovery Program. (2012, May). [Waterbury: long-term community recovery plan](http://www.waterburyvt.com/about/recovery/plan/). Retrieved from <http://www.waterburyvt.com/about/recovery/plan/>

## Transcript for the Video: "Partnering for Recovery"

All of the windows were smashed out. The Baptist Church which their basement was completely flooded out, they were out of business for quite a while. The old red mill...

Rebecca Ellis/Waterbury Selectboard: In November we started this process, the long term recovery process. And it's been a great experience for us here in Waterbury because we have been able to come up with really specific projects that will help us move forward.

Rebecca Ellis/Wilmington Selectboard: Today's meeting is a turning point for the community. Up till now, we have been doing a lot of planning about how we think we can move forward and today we are going to be able to take those plans and really start to move with them.

Denise Gilliam/FEMA Community Planning and Capacity Building: The project champions are displaying their plans and talking to the partners about their projects.

Mary Wright/Wilmington Project Champion: We are presenting our community generated long term community recovery plans to various state and federal agencies telling them how we think we want to succeed and go forward and they are here to help us find resources to do that.

Our first project is the business resource center.

This project here is to build a joint police, fire and rescue building.

Our group is revitalization of the historic village.

These are not just pie-in-the-sky ideas. These are the ideas we thought would have the biggest impact and would really come to life.

An application for Waterbury will score well. It will score well for national competition.

Denise Gilliam/FEMA Community Planning and Capacity Building: This meeting is the transfer of the FEMA group working with this community to the community moving forward on its own with the other partners.

Jon-Michael Muise/USDA: USDA Rural Development has about forty different programs and I would say about ninety-nine percent of the projects in the room with have programs consistent with.

Mathew Sucholdolski/Northeastern Economic Development Association: Not only the number of projects brought forth but the depth and understanding of each of those projects was and is very impressive.

Jon-Michael Muise/USDA: There's a lot of resources out there to be able to help communities with what they want to accomplish, whether it is a community center or fire and rescue, however unless you have someone that is willing to step up and be the champion of that activity the money doesn't usually get accessed.

Mathew Sucholdolski/Northeastern Economic Development Association: A long term disaster recovery plan, such as the one that has been put forth by the town today, will

certainly give those communities a competitive edge, not only in the consideration of an application for funding under our programs but other state and federal programs as well as foundation funding.

Sue Minter/Vermont Irene Recovery Officer: FEMA brings people with experience. They bring facilitators. They help with the logistics of setting up meetings. The help move us forward. That has taken a whole team of people that, unfortunately, we don't really have at the state. So we feel so grateful for the resources provided because it has been a catalyst and its set timelines and very focused strategies and I know it is making a difference.

Sue Minter//Vermont Irene Recovery Officer: I just want to make sure you are planning to go through the Downtown Designation process. That is going to really help you. Is there any way to hurry that process?

Mary Wright/Wilmington Project Champion: One of the recovery partners was saying I understand Wilmington is thinking of going for downtown designation. As soon as you get that it will fast-track you onto this other granting process. And we said... I have heard it can take a year and a half.

I have heard it takes a year and half to apply. And she said "Mary, you have been doing it.

Sue Minter/Vermont Irene Recovery Officer: That is what you have been doing. So that was an "ah-ha" moment.

Skip Flanders/Waterbury Project Champion: After seeing all the people here today and the energy and things I am converted. We are about fifty-percent complete on this. (applause)

Skip Flanders/Waterbury Project Champion: You really feel confident it is the right thing and this is going to be good for the future of Waterbury.

Rebecca Ellis/Wilmington Project Champion: There is a buzz in the air. And people are talking. You can feel the ideas that have been going back and forth so this has really been a wonderful day.

## Leading the Recovery (5 of 5)

Refer to Visual: 21.

***Involve community partners in recovery planning and programs.***



In order to gain support for recovery initiatives it is important to involve community partners in the process.

Note

## Inter-jurisdictional Relationships

Refer to Visual: 22.

A leader will need to establish trust and cooperation with outside agencies and other jurisdictions to help aid the recovery effort.

- Mutual aid
- Mutual interests
- Cross-jurisdiction damage
- Common issues: City-County-State



Leadership must determine the most appropriate way to manage the recovery and task personnel accordingly.

Note



## Recovery Manager

Refer to Visual: 23.

The roles of the Recovery Manager are:

- To coordinate the recovery program with leadership.
- To oversee a broad range of projects and programs.
- To manage the details
- To ensure that management staff are working together to reach the established goals and community vision for recovery.



Note

*The National Disaster Recovery Framework\** recommends the appointment of a Local Disaster Recovery Manager to be identified by the senior elected official following any incident that requires a coordinated recovery effort (FEMA, 2016, p. 16). Individuals in these positions are intended to serve as the primary point of contact for recovery issues within their jurisdiction and are responsible for managing the details of recovery process on the ground; to include coordinating with recovery partners at all levels, communicating priorities of local leadership and ensuring an inclusive recovery process.

\*Federal Emergency Management Agency. (Second Edition, June 2016). National Disaster Recovery Framework: Strengthening disaster recovery for the nation. Available from FEMA's Resource & Document Library at <http://www.fema.gov/media-library/assets/documents/117794>

## Recovery Task Force

Refer to Visual: 24.

One way leaders and managers can help establish a broad vision and incorporate community goals into the recovery strategy is to establish a Recovery Task Force.



Note

The Recovery Task Force can take a variety of forms. The composition of the Recovery Task Force may vary from disaster to disaster and it may be fluid to adapt to the current needs of the recovery process. It may also have numerous subcommittees addressing various needs or projects.

## Activity 3.2

Refer to Visual: 25.

### ***Recovery Task Force Challenges***

In your table group, review your assigned Recovery Task Force topic, and answer each of the questions provided. Prepare responses on easel to share with class.

45 minutes



**ACTIVITY 3.2 Recovery Task Force Challenges****Purpose**

To discuss issues and challenges faced by a Recovery Task Force.

**Directions**

The class will work in table groups for this activity.



Activity

1. Your instructor will assign one of the 5 Recovery Task Force topics to each table group.
2. Read and discuss your recovery issue.
3. Develop comprehensive responses to each of the questions provided.
4. Answer the questions provided and record the group's ideas on an easel pad.
5. Select a spokesperson to report on your findings. The spokesperson should read their group's assigned Recovery Task Force issue at the beginning of their report to the class.

## ACTIVITY 3.2 Recovery Task Force Challenges

### Scenario 1: Providing Temporary Housing

#### Background

Once shelters have closed, temporary housing may be necessary. There is a need for interim or temporary housing when residential buildings are so damaged that funds and time are needed before the buildings are habitable. In areas where housing vacancies are low and the damage is high, temporary housing must be provided fairly quickly. Finding temporary housing for low-income residents may be especially challenging.

From the perspective of your local governments, report the following:

1. What official or organization would probably lead this recovery effort?
2. What barriers could hinder cooperative efforts in your locale?
3. What recovery challenges does this particular function pose to your jurisdiction?  
(Examples: housing shortage, rapid population growth and uncontrolled development, non-English speaking population)
4. What selling points for cooperation would be most effective in your area?
5. What ideas might be introduced to encourage discussion?
6. Who might assist or be involved in the Recovery Task Force?

## ACTIVITY 3.2 Recovery Task Force Challenges

### Scenario 2: Restoring Essential Community Services

#### Background

In the effort to get the community back on its feet as quickly as possible, restoration of community services becomes a very high priority. Without stores, schools, hospitals, childcare and other services, the community cannot return to normal. Restoring these services requires communication and coordination among both providers and government officials. The difficulty in restoring community services depends upon the severity of the damage and, of course, the greater the difficulty, the more complicated all of the other aspects of recovery become.

From the perspective of your local governments, report the following:

1. What official or organization would probably lead this recovery effort?
2. What barriers could hinder cooperative efforts in your locale?
3. What recovery challenges does this particular function pose to your jurisdiction?
4. What selling points for cooperation would be most effective in your area?
5. What ideas might be introduced to encourage discussion?
6. Who might assist or be involved in the Recovery Task Force?

## ACTIVITY 3.2 Recovery Task Force Challenges

### Scenario 3: Providing Permanent Housing

#### Background

For regularly employed middle-income earners, the post-disaster housing assistance process works fairly well. Groups outside the mainstream have had serious problems obtaining replacement housing. Low-income earners, certain groups of renters, and the chronically homeless often are ill-served by systems currently in place.

Permitting and financing are both necessary ingredients of a successful rebuilding effort. Local governments must establish the codes, standards, ordinances, and permit requirements that will apply to replacement housing. Financing, sometimes from multiple sources, must be made available.

Local government is responsible for helping individuals replace their housing through the permitting process. In addition, it is responsible for the provision of some low-income housing. Expanded redevelopment districts could result in construction of some additional low-income housing in a community. Local governments do not establish housing policies of the State and Federal aid programs, but they influence the tone and direction of those programs in the local community. Local government also may get involved in financing private repairs and often can influence donations and assistance from voluntary nonprofit agencies.

From the perspective of your local governments, report the following:

1. What official or organization would probably lead this recovery effort?
2. What barriers could hinder cooperative efforts in your locale?
3. What recovery challenges does this particular function pose to your jurisdiction?  
(Examples: housing shortage, rapid population growth and uncontrolled development, non-English speaking population)
4. What selling points for cooperation would be most effective in your area?
5. What ideas might be introduced to encourage discussion?
6. Who might assist or be involved in the Recovery Task Force?

## ACTIVITY 3.2 Recovery Task Force Challenges

### Scenario 4: Aiding Business Recovery

#### Background

Government alone cannot ensure community recovery from disaster. The business and government communities must be partners. Business recovery is essential to the community's survival, and many early recovery decisions affect how businesses rebound. After the first few days of the emergency, life safety is less an issue and there is tremendous pressure to begin returning the community to normal. How and when the business community gains access to its property is important. If your business community is out of business, your community cannot recover from a disaster.

From the perspective of your local governments, report the following:

1. What official or organization would probably lead this recovery effort?
2. What barriers could hinder cooperative efforts in your locale?
3. What recovery challenges does this particular function pose to your jurisdiction?  
(Examples: population loss, poor public transportation, dependence on tourism)
4. What selling points for cooperation would be most effective in your area?
5. What ideas might be introduced to encourage discussion?
6. Who might assist or be involved in the Recovery Task Force?



## ACTIVITY 3.2 Recovery Task Force Challenges

### Scenario 5: Determining Rebuilding Options

#### Background

Questions will arise almost immediately from the community and leading officials about what has to be done in order to rebuild. What will be rebuilt? Where will rebuilding take place? Will there be changes in the building process? What will the rebuilt community look like? The level of damage to the community and the community growth and development issues before the disaster will affect the types of planning issues that will arise. Everyone will have a different opinion on what should be rebuilt and how to do it.

From the perspective of your local government, report the following:

1. What official or organization would probably lead this recovery effort?
2. What barriers could hinder cooperative efforts in your locale?
3. What recovery challenges does this particular function pose to your jurisdiction? (Examples: aging infrastructure, rapid population growth and uncontrolled development)
4. What selling points for cooperation would be most effective in your area?
5. What ideas might be introduced to encourage discussion?
6. Who might assist or be involved in the Recovery Task Force?

## Unit Summary

Refer to Visual: 26.

In this unit you have learned about:

- The actions a community leader can take to manage recovery or to lead the community through recovery
- Sources of financial assistance available to the community
- The function of an Unmet Needs Committee
- The importance of proper documentation
- Applying learning points to solve problems faced by a Recovery Task Force

# **Unit 4: Stakeholder Engagement and Information Management**

## Objectives

At the end of this unit, the participants should be able to:

1. Identify strategies for stakeholder engagement.
2. Identify the primary goal of information management during recovery.
3. Explain how an information management strategy can facilitate recovery.
4. Identify whole community issues during recovery.
5. Demonstrate how to create a targeted information strategy for disaster recovery.

## Scope

- Establish stakeholder engagement.
- Establish a recovery information management strategy.
- Target your audience.
- Work in collaboration with others.
- Gather and disseminate information.
- Timing of information.
- Managing community expectations.
- Engage the whole community to encourage recovery.

## Unit 4 References

- American Planning Association. (ca 2015). [Public Engagement in Recovery Planning. \(Planning for post-disaster recovery briefing papers\) \(Issue Brief No. 1\)](https://www.planning.org/research/postdisaster/briefingpapers/pdf/publicengagement.pdf). Retrieved from <https://www.planning.org/research/postdisaster/briefingpapers/pdf/publicengagement.pdf>
- Federal Emergency Management Agency. (n.d.). *Recovery pre-disaster planning guidance for local governments*. Unpublished draft adjudicated February, 2015.
- Federal Emergency Management Agency. (2011, December). [A whole community approach to emergency management: principles, themes, and pathways for action \(FDOC 104-008-1\)](http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf). Available from FEMA's Resource & Document Library at [http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole\\_community\\_dec2011\\_\\_2\\_.pdf](http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf)

## Unit 4 Stakeholder Engagement and Information Management

Refer to Visual: 1.



Note

Stakeholder engagement and information management are integral parts of the recovery process. Recovery is a whole community effort that requires collaboration with stakeholders and various level of government. Providing appropriate information management is critical to a successful recovery effort.

## Objectives

Refer to Visual: 2.

After completing this unit, you will be able to:

- Identify strategies for stakeholder engagement.
- Identify the primary goal of information management during recovery.
- Explain how a information management strategy can facilitate recovery.
- Identify whole community issues during recovery.
- Demonstrate how to create a targeted information strategy for disaster recovery.

# Community Engagement

Refer to Visual: 3.

## *Engaging the Whole Community*



### Note

Allowing and encouraging engagement of the whole community is critical to a successful recovery process.

How would you go about engaging community members that are interested or affected by recovery decisions, but are not necessarily part of the “recovery team?”

What stakeholders (community groups, organizations or individuals) should be considered when developing your strategy for community engagement?

# Community Engagement in Recovery

Refer to Visual: 4.



***How might information management be used to engage the whole community?***



# Community Engagement in Recovery

Refer to Visual: 5.

- Help encourage participation in the recovery decisions and process.
- Help identify opportunities to create partnerships.
- Help the community understand the role of government vs stakeholder responsibilities.
- Help engage special interest groups.
- Help create "ownership" in the process.



At the conclusion of this unit, you will have an opportunity to work in table groups to develop a disaster recovery communication strategy.

Note

## Information Management Goal

Refer to Visual: 6.

The information management goal is to effectively collect and distribute accurate and timely disaster recovery information.



Note

The primary goal of information management is to effectively collect and distribute accurate and timely disaster recovery information.

Note the word "effectively." There are many elements that enhance effectiveness. We will cover a variety of ways to help you be more effective in your information management task.

On the surface this may seem like a pretty straightforward task. However, every aspect of the recovery effort comes with specific needs for information, and challenges in getting that information out to the intended audience.

## Know Your Audience

Refer to Visual: 7.

***Who is your recovery information intended to reach?***



### Note

It is critical to understand who your recovery information message it intended to reach. It will be essential to develop a strategy for collecting, developing and disseminating information.

- Who is your audience? What is the demographic of the community?
- What specific challenges arise when trying to communicate with these audiences?
- Are there cultural issues? i.e. non-English speaking, disabled, elderly or other population segments?
- How do the social and psychological impacts that the disaster has on the community impact your communication strategy?

These unique challenges may require special efforts to communicate effectively. All of these issues must be considered as you develop your communication strategy.

## Coordinate Communication Efforts

Refer to Visual: 8.



All agencies will need to coordinate efforts to provide clear and effective recovery information.



### Note

All local government departments and partner agencies will have information they need to provide to the public. Coordination and collaboration among those agencies and organizations that have important information for the public will be essential if the information is to be clear and effective. Coordination will help provide consistency in the information provided, clarification as to who will release information, and clear direction on who serves as the spokesperson on specific issues.

The following questions are important considerations for coordination of communication efforts.

- What department or agency handles the information management function in your community?
- If various people will serve as spokespersons, who will coordinate the messages?
- What agencies, departments and organizations will need to coordinate information to ensure consistency?
- Who will staff the information management function?
- Will additional staff be needed?

## Information Management

Refer to Visual: 9.

- Communicate the specifics of the recovery efforts.
- Use a proactive approach.
- Develop an information management strategy.
- Poll key figures.
- Work with stakeholders and the media.
- Monitor the message.
- Collaborate and build trust.



### Note

Recovery planning reflects the specifics of the damage, demographics of those impacted, viability of solutions and the realistic timeframe for performance. So too should your communications strategy. Typical communications strategies must be compared to the specific needs of the disaster and revised to maximize impact.

Recovery officials from each organization must share the latest information and sign off on information to be released to the public. Strong internal collaboration will ensure that the recovery team speaks with one voice and follows a common agenda. Proactive communication is step one. Step two is monitoring how the message has been received and perceived. Monitor the media to determine the accuracy of information reaching the community. Work to supply answers for identified information gaps.

The following questions are considerations for effective information gathering and development of a communications strategy.

- Can no news be good news? What happens in an information void?
- What individuals, organizations and entities should be among the first to receive information?
- What key figures in the community can serve as accurate sources of information?
- Who will monitor the accuracy of information and how it is received and perceived by the public?
- What assistance from local media will help the recovery team?
- How can you build a collaborative, trusting working relationship with local media and key community figures?

## Information Management cont.

Refer to Visual: 10.

***Timing is everything!***



Note

Just like warning information during an emergency, the timing of recovery information is critical. It must be delivered when the public needs it, and when they can best use the information.

What kinds of information would be delivered during the early phase of disaster recovery?

Immediately following a disaster, people may be in shock and grieving over what has happened. They may not be able to process complex information effectively. Government needs to deliver information that is direct and to the point during the early days following a disaster.

What kind of information is important to deliver in mid-term recovery? And in long-term recovery?

# Managing Expectations

Refer to Visual: 11.

Communications should include elements that realistically manage community expectations.



Why it is important to include expectation management in your information management strategy?

What types of incidents can derail expectation management efforts?

Note



## Encourage Recovery

Refer to Visual: 12.

Do everything you can to work in partnership with all stakeholders in the community.



Note

Recovery is a game that everyone in the community gets to play. Note that both community engagement and information management strategies are critical to a successful process. When appropriate, the message to the community should reflect that recovery is a team effort that includes all stakeholders in the community.



## Activity: 4.1 Targeting the Whole Community

**Refer to Visual: 13.**

**Purpose:** To develop strategies for providing recovery information to a target audience.

**Instructions:** Working in your table group, complete the following:

- Develop strategies for providing recovery information to your target audience.
- Record key discussion points on an easel pad.
- Select a spokesperson and be ready to give a brief 2-3 minute report in 15 minutes.

**ACTIVITY 4.1 Targeting the Whole Community****Purpose**

To develop strategies for providing recovery information to a specific audience.

**Activity****Directions**

The class will work in table groups for this activity.

1. Your instructor will assign your group one of the 5 scenarios.
2. Working in table groups, develop strategies for providing recovery information to your target audience.
3. Record key discussion points on an easel pad.
4. Select a spokesperson and be ready to give a brief 2-3 minute report in 15 minutes.

## ACTIVITY 4.1 Targeting the Whole Community

### **Information Management Challenge #1: Providing recovery information to the business community.**

A significant portion of the local business community has been adversely affected by the disaster. It is important to the overall recovery of the community that the businesses receive timely and appropriate information related to business recovery issues.

What information management strategies would you use to communicate with this facet of your community?

As a group, answer the following questions:

1. What challenges does this scenario pose?
2. What communication strategies would you suggest?
3. What special information should the business community receive?

### **Information Management Challenge #2: Providing recovery information to the access and functional needs members of the community.**

A portion of the damage area houses a broad range of individuals with access and functional needs who have been adversely affected by the disaster. It is important to their overall recovery that they receive appropriate information to conquer the obstacles they face during recovery.

What information management strategies would you use to communicate with this facet of your community?

As a group, answer the following questions:

1. What challenges does this scenario pose?
2. What communication strategies would you suggest?
3. What special information would the disabled and special-needs community need?

### **Information Management Challenge #3: Providing recovery information to the non-English speaking members of the community.**

A significant portion of the damage area houses many non-English speaking residents who have been adversely affected by the disaster. It is important to their overall recovery that they receive appropriate information to conquer the obstacles they face during recovery.

What information management strategies would you use to communicate with this facet of your community?

As a group, answer the following questions:

1. What challenges does this scenario pose?

2. What communication strategies would you suggest?
3. What special information would the non-English speaking need to receive?

**Information Management Challenge #4: Providing recovery information to the low income and elderly members of the community.**

A significant portion of the damage area impacted the housing. Many low income and elderly residents have been adversely affected by the disaster. Approximately 80% of these individuals and families are renters. It is important to their overall recovery that they receive appropriate information to conquer the obstacles they face during recovery.

What information management strategies would you use to communicate with this facet of your community?

As a group, answer the following questions:

1. What challenges does this scenario pose?
2. What communication strategies would you suggest?
3. What special information would the low income and elderly community need to receive?

**Information Management Challenge #5: Clarifying policies and procedures for removal of debris from private property.**

Residents in the community are confused about the policies and procedures for removal of debris from private property. Several rumors have been circulating throughout the community regarding the proper handling of debris from private property. First, that public works crews will enter private property at the residents' request and remove debris, and second, that it is OK for residents to put debris from their property in the county right of way for free pick up. Debris is piling up in the streets of many neighborhoods and others expect the county to clean up the debris on their property.

What information management strategies would you use to communicate with this facet of your community?

As a group, answer the following questions:

1. What challenges does this scenario pose?
2. What communication strategies would you suggest?
3. What special information would residents need to receive?

## Unit Summary

Refer to Visual: 14.

In this unit you have learned to:

1. Identify strategies for stakeholder engagement.
2. Identify the primary goal of information management during recovery.
3. Explain how an information management strategy can facilitate recovery.
4. Identify whole community issues during recovery.
5. Demonstrate how to create a targeted information strategy for disaster recovery.

# **Unit 5: Local Capabilities and Challenges**

## Objectives

After completing this unit, you will be able to:

1. Identify the six community planning tools that can assist in disaster recovery.
2. Describe the challenges and opportunities related to short and long term housing issues.
3. Explain the roles of local agencies for functions including planning, and community development, housing, public works, and building inspection.

## Scope

- How community systems relate to each other in the recovery process.
- Identify community resilience opportunities in community system recovery.
- Contemporary recoveries with focuses on housing and infrastructure (2 Briefing Papers on housing and infrastructure)

## Unit 5 References

- American Planning Association. (ca 2015). [Affordable housing \(Planning for post-disaster recovery briefing papers\) \(Issue Brief No. 4\)](https://www.planning.org/research/postdisaster/briefingpapers/pdf/housing.pdf). Retrieved from <https://www.planning.org/research/postdisaster/briefingpapers/pdf/housing.pdf>
- American Planning Association. (ca 2015). [Planning resilient infrastructure \(Planning for post-disaster recovery briefing papers\) \(Issue Brief No. 3\)](https://www.planning.org/research/postdisaster/briefingpapers/pdf/infrastructure.pdf). Retrieved from <https://www.planning.org/research/postdisaster/briefingpapers/pdf/infrastructure.pdf>

## **Unit 5: Local Capabilities and Challenges**

Refer to Visual: 1.



## Objectives

Refer to Visual: 2.

After completing this unit, you will be able to:

1. Identify the six community planning tools that can assist in disaster recovery.
2. Describe the challenges and opportunities related to short and long term housing issues.
3. Explain the roles of local agencies for functions including planning, and community development, housing, public works, and building inspection.

# Planning and Community Development

Refer to Visual: 3.



Note

Successful disaster recovery often requires the application of community planning and administrative skills, knowledge, and resources. Community planning provides many options for restoring and improving the socio-economic and environmental framework of the community.

# The Role of Community Planning

Refer to Visual: 4.

- Analyze existing community development problems and issues.
- Identify options and solutions.
- Develop a vision for the community's future.



## Note

The Planning and/or Community Development department has an important role in disaster recovery. Not all communities are large enough or have sufficient resources to have their own planning department but many counties do provide this function of government.

Local government planning and community development departments specialize in reviewing problems and issues involving the community's socio-economic and environmental framework. Housing, transportation, infrastructure, parks and recreation, and environmental concerns are examples of the types of issues within this department's purview.

Community planners identify options and solutions for the identified problems and issues; however, they cannot adopt them. Rather, it is their job to formulate proposals that are subject to public review and comment and to adoption by the local governing board.

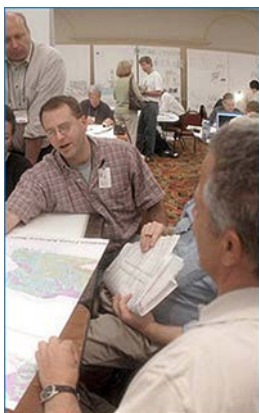
Community planners also help establish a vision of the community's future—what it could look like, how it could change, and what measures could be taken to achieve that change.

The disaster recovery phase provides ample opportunity for the community planning department to apply its tools and techniques to identify solutions and options for the community's future. The following are examples:

- Participating in damage assessment and situation analysis.
- Reviewing proposals for rebuilding damaged areas.
- Reviewing development proposals and building permits for compliance with Federal, State and local requirements.
- Coordinating hazard mitigation projects.
- Participating on the Recovery Task Force.

## Six Planning Tools

Refer to Visual: 5.



- General Plan and Elements
- Zoning Ordinance
- Subdivision Regulations
- Capital Improvements Programming
- Transfer of Development Rights
- Mapping



Note

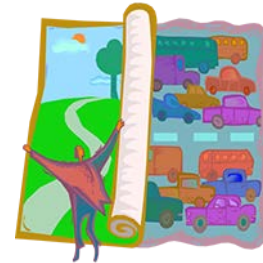
The six planning tools described in this slide are common local powers that can have a major impact on a community's recovery from a disaster. Each of the tools will be described in detail in the remainder of this section.

## General Plan and Elements

Refer to Visual: 6.

The Land Use or General Plan and Elements sets goals for these uses:

- Land Use
- Transportation
- Safety
- Public Utilities
- Open Space



### Note

The General Plan (may also be called a Comprehensive Plan) and its elements are used to describe and guide existing and future social, economic, and environmental features of a community. They describe the direction and pace of community development, usually in 5-year increments or forecasts.

The following elements are usually contained in the General Plan. Additional or different elements may be included, depending on the nature and priorities of the community (e.g., history, environmental concerns).

- Land Use
- Transportation
- Safety
- Public Utilities
- Open Space

Because it is a guidance document, the General Plan and Elements can be used to guide disaster recovery discussions and, ultimately, decisions. For example, the General Plan and Elements may reveal that a recovery proposal conflicts with the land use, open space, or historic preservation goals of the community.

## Zoning Ordinance

Refer to Visual: 7.

***A zoning ordinance identifies allowable land uses within the community.***



### Note

Zoning regulations and maps designate permitted uses of land based on mapped zones which separate one set of land uses from another. Zoning may be use-based (regulating the uses to which land may be put), or it may regulate building height, lot coverage, and similar characteristics, or some combination of these.

Zoning regulations may, for example, stipulate that only single-family housing is permitted in a given area of a community. A proposal to replace destroyed single-family housing with apartment buildings in such an area would not comply with the zoning ordinance. In this case, the proposal would either be denied or a variance might be proposed. In either case, the Planning/Community Development Department would coordinate the review and make recommendations on the proposal.

Zoning regulations and maps are an important part of the guidelines for participation in the National Flood Insurance Program (NFIP). Zoning regulations are cross-referenced with Special Flood Hazard

Areas identified on the community's flood maps and studies and specify permitted land uses within these areas.

# Subdivision Regulations

Refer to Visual: 8.

***Subdivision is the process by which land is divided into smaller parcels.***



## Note

Subdivision is the process by which a tract of land is divided into smaller parcels, lots, or building sites.

States grant “police powers” to local governments to allow regulation of land use for health, environmental, safety, and similar purposes.

Subdivision regulations enable a community to ensure that new neighborhoods and other land divisions are properly designed.

Planning/Community Development Departments coordinate the review of subdivision proposals to ensure that hazard areas, storm water management, soil erosion, water quality, environmental impacts, landscaping, safety and other issues are addressed.

During disaster recovery, subdivision regulations may provide an opportunity for a community to rebuild with recognition of hazard and environmental concerns.



# Capital Improvements Programming

Refer to Visual: 9.

***Capital improvements can help direct future growth or rebuilding.***



## Note

Capital improvements are the “engine” of local development and are funded through the jurisdiction’s Capital Improvement Plan. The location and type of improvements often determine the direction and type of community growth. The improvements range from new or rehabilitated facilities including buildings, to park lands, to infrastructure.

Following a disaster, decisions sometimes have to be made about repairing or replacing utilities, roads, bridges, and other infrastructure. Sometimes, recovery and mitigation goals can be accomplished by consolidating, relocating, or eliminating these capital investments.

For example, following a disastrous wildfire, a community may decide to consolidate three destroyed police stations into a single new structure while still serving the same area.

Planning/Community Development Departments are also adept at “grantsmanship” since many of their plans and proposals rely on Federal and State programs and funding. These departments may be especially effective in identifying outside funding sources for disaster recovery and mitigation projects.

# Transfer of Development Rights

Refer to Visual: 10.

*Transfer of Development rights may provide options during disaster recovery.*



## Note

Transfer of Development Rights allows landowners to sell or trade their development rights to other landowners, usually so that the second landowner can increase the density of their development.

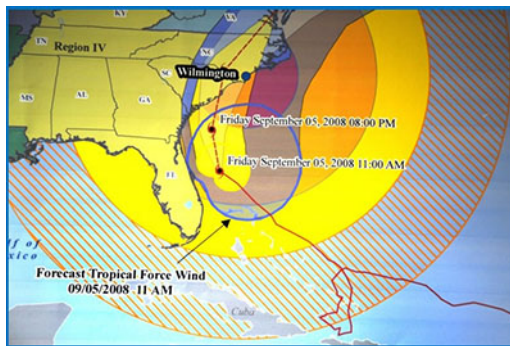
Local governments may also use Transfer Development Rights to preserve open space or historic structures, or to prevent development of hazard-prone areas.

For example, a local government might own a piece of land that is not hazard-prone and wish to trade development rights with another property owner whose land is hazard-prone. The local government might be willing to do this in order to remove the development potential of the hazard-prone property. If the two pieces of land were traded, the local government would preserve its new piece of land as open space; the other property owner would be able to develop his/her property. This situation becomes a “win/win” for both parties.

# Mapping

Refer to Visual: 11.

***The Planning Department's Geographic Information System (GIS) and mapping resources are valuable tools for recovery planning.***



## Note

Hazard mapping is an important part of disaster recovery operations. The Planning/Community Development Department develops and uses maps on a daily basis as part of its “day to day” local government role. In disaster situations, the mapping capabilities can be used to display damage assessment, recovery, and hazard mitigation information. GIS will be used extensively by building inspection and public works personnel as they execute their recovery and mitigation responsibilities.

Mapping is also a useful tool for displaying information from the County Assessor's Office. For example, property valuation data from the County Assessor's Office could be overlaid on maps of damage areas. The resulting information on damage areas and the value of property within those areas could be a useful tool for recovery planning. A Recovery Task Force or local government departments might find this information useful for their operations.

# Housing

Refer to Visual: 12.



The focus of this section is on the issues and challenges of providing housing during disaster recovery.

Note

## Issues and Challenges

Refer to Visual: 13.

Why does a community with significant housing damage need to be concerned about temporary housing, and replacement housing for its citizens?



**Why does a community with significant housing damage need to be concerned about sheltering, temporary housing, and replacement housing for its citizens?**

Note

## Short- and Long-Term Options

Refer to Visual: 14.

- Temporary housing
- Replacement housing



There are two primary types of housing in provisions for short- and long-term housing. These are found in the slide.

Note

# Temporary Housing

Refer to Visual: 15.

***People whose homes are not habitable, safe, sanitary, or secure will need temporary housing.***



## Note

Temporary housing can take many forms and may be necessary in a disaster that does not receive a Federal declaration as well as when Presidential Disaster Declarations are made. In either case, the first resources for temporary housing are vacant rental properties within a reasonable radius. A reasonable radius may be different for various locales. People should be able to go to work if their jobs are still there and, in off hours, be able to spend time working on restoring their home and communicating with their support network.

Options for temporary housing vary greatly, depending on the nature and size of the event and upon the locale. For example, when a disaster occurs in a portion of a metropolitan area, rental units are often readily available. Disasters in more rural, less populated areas may not have the availability of rental units, and may require alternatives, such as hunting cabins or lake cottages that could be rented. If not, temporary housing may need to be brought in.

When entire regions within a state or between states are affected by disasters there may be very little availability of rental property throughout the region.

## Temporary Housing Resources (1 of 2)

Refer to Visual: 16.

When there is NOT a Presidential Disaster Declaration, contact:

- Your State's multi-family housing association.
- Local nonprofit housing providers and developers.
- State Housing Finance Agency (HFA) or Economic Development Agency (EDA).
- The American Red Cross.
- Your Unmet Needs Committee.



### Note

Most disasters do not result in a Presidential Disaster Declaration. However, there may still be a significant number of people in need of temporary housing units. Most States have multi-family housing associations and enlist their help to survey their members within the affected area to identify vacant rental units. Ask the association to urge their members to charge Fair Market Rent (FMR) for the locale.

Fair Market Rent (FMR) (<http://www.huduser.org/datasets/fmr.html>) is determined by the Department of Housing and Urban Development (HUD) for geographic regions.

Local nonprofit housing providers and developers can be a good resource as well, particularly for lower income households, the elderly and disabled populations.

State or City Housing Finance Agencies (HFAs) may also prove to be a valuable resource for identifying vacant rental units or advising where the information can be obtained.

Certain organizations may be able to help your community develop a database of affordable rental units that can be made available on Web sites for survivor and case manager access. One example, socialserv.com (<http://www.socialserve.com>), has developed databases in 28 states. Other states may have similar organizations that provide this service. HousingLink (<http://www.housinglink.org>) operates in the Greater Minneapolis/St. Paul area for the same purpose. It has expanded to a state-wide resource to assist disaster survivors when needed.

It is a good idea to pre-assign responsibility for contacting and working with these organizations prior to the disaster. This is usually done by the City or County Housing and Redevelopment Authority (HRA) or Community Development Agency (CDA).

Some homeowner insurance policies cover the cost of temporary housing.



Often the American Red Cross is able to assist with financing temporary rental assistance as well.

In addition to the typical resources, consider unusual circumstances that may result in available housing, such as university dormitories during breaks and closed armed service bases.

Your unmet needs committee may also be able to help find temporary housing.

## Temporary Housing Resources (2 of 2)

Refer to Visual: 17.

When a Presidential Disaster Declaration is made, FEMA will activate the National Disaster Housing Strategy, which includes:

- Providing repair and replacement assistance.
- Cataloging vacant rental units.
- Providing manufactured and alternative interim housing (as a last resort).



### Note

Presidential Disaster Declarations activate the National Disaster Housing Strategy when needed. The National Disaster Housing Strategy was developed in collaboration between FEMA, the U.S. Department of Housing and Urban Development (HUD), and the American Red Cross.

**Repair and replacement:** The first resource for repair and replacement of housing is homeowners insurance. When homeowners insurance is not available or sufficient, FEMA can provide a specified amount towards repair. This amount is adjusted annually.

When FEMA becomes involved they will work with government and community groups to catalogue available rental properties throughout the affected area, and will, via an online database, provide that information to disaster survivors seeking affordable rental housing. The information will also provide details about accessibility for those in need of these units.

If damaged homes are destroyed or cannot be repaired quickly, FEMA or HUD will provide rental assistance to eligible disaster survivors.

The maximum time period for rental assistance is 18 months.

## Short- and Long-Term Temporary Housing

Refer to Visual: 18.

- Short-Term
  - Onsite travel trailers (manufactured) units
  - Alternative housing (tents)
- Long-Term
  - Mobile homes



### Note

When requested by the State, FEMA will provide a range of options for temporary housing units. Onsite travel trailers or alternative housing such as tents are convenient options when damaged homes need minimal repair and utilities are available. Homeowners like this option for two reasons: 1) they are better able to ensure no further harm comes to their property, and 2) they can sleep and eat in the temporary unit and work on repairing their home in their free time.

If you use either of these options, there are several important issues to consider.

- Establish a date when the unit must be vacated. Weather could be a factor in selecting the date. Make sure case managers working with survivors are aware of the date by which the unit must be vacated.
- Prior to a disaster make sure that local ordinances allow for this type of temporary housing.

When longer term temporary housing is necessary, FEMA may have mobile homes transported to the locale. Prior to transporting any temporary housing, FEMA requires that the State identify acceptable unoccupied formaldehyde levels. The ideal place for mobile homes to be placed is on commercial pads in existing mobile home parks. FEMA will work with local officials to identify vacant pads.

When private and commercial site locations are not adequate to meet the need, FEMA will work with state and local officials to identify prospective sites for development, construction, and extended occupation.

## New Site Development Considerations

Refer to Visual: 19.

- Size of the development: determine whether there should be multiple sites.
- Proximity to: transportation, shopping, churches, jobs, schools, etc.
- Large developments may need play areas, gathering places, onsite services (VOAD, Recovery Center).
- Site approval and preparation may be a lengthy process.



### Note

We can learn some important lessons from the past about where the local jurisdiction and the State locate the temporary housing sites.

Large developments can become socioeconomic challenges. Tough lessons were learned after Hurricane Charley when a development was built for 500 mobile homes housing 1,500 people in Florida. The park was too large with too many people living in close proximity. Only two small playgrounds were included for hundreds of children. The entire park was fenced in with only one entrance and exit. There was no place for teens to gather and no entertainment activities. The director of recovery for Charlotte County was quoted as saying, “You throw together all these very different people under already tremendous stress, and bad things will happen.”

If your community needs to select a location for a mobile home park consider: (1) the number of people who need housing; (2) what sites are available; (3) whether one site or multiple sites are needed (to lessen the number of survivors living in close proximity); whether the potential sites are close to grocery stores, churches, jobs, medical care, VOAD, and Recovery Centers, etc.; whether reasonably inexpensive public transportation is available to these facilities; and where schoolchildren will be attending class.

If the decision is made to build one large mobile home development, consider options for all of the above identified inadequacies. Consider a variety of sources to fill gaps in funding for such things as play areas and teen facilities. Some possibilities are: foundations, corporations, and social service agencies.

Site approval and preparation often is a lengthy process and requires many steps. This process and the time required to complete it is sometimes misunderstood by the general public and the media.

The City of East Grand Forks, MN with a population of 9,000 had only 8 homes that were undamaged as a result of the Red River Valley Floods of 1997. The decision was made to acquire 600 homes using FEMA Mitigation funding, Petro and Minnesota Department of Natural Resources (DNR) funds. When buildings are acquired using mitigation

funding, the land must remain clear of obstructive structures. Four hundred (400) mobile homes were needed to house survivors. Mobile home parks were needed. The decision was made to acquire two separate parcels of land adjacent to town placing 200 mobile homes in each. FEMA typically installs temporary infrastructure when they construct mobile home parks. The State of Minnesota and the City of East Grand Forks realized that the City was going to need new developments to locate replacement housing. The State agreed to loan the City the funds to pay the difference to install infrastructure permanently. As the mobile homes were removed, two lots were combined to make one permanent lot which was then sold to households wishing to build new homes.

# Replacement Housing

Refer to Visual: 20.

***Avoid the rush to replace lost housing.***



## Note

Don't make assumptions about replacement housing needs. A community can't assume that every house that was lost will need to be replaced. Remember, disasters accelerate the natural attrition in a community. People leave town or even the area.

Consider:

- There may have been deaths or injuries in the household taking precedence to deciding about future housing.
- People need some time to stabilize and become more grounded before they make decisions about how they're planning to proceed.
- Survivors need time to connect with loved ones and friends, to make sure everyone is safe and well.
- After a few weeks a housing survey can be taken to help determine what the survivor's intentions are, this is especially important in less populated areas.

Considerations about mitigation need to be addressed prior to rebuilding:

- If effected homes are in a floodplain will there be property acquisitions?
- Will the community mitigation activities include flood protection, such as flood walls, requiring the acquisition of homes for placement?
- Will building codes be upgraded to require elevation of homes, hurricane clips, earthquake resistant construction, etc.?

Even incidents not involving acquisition of property opportunities should be considered.

An example is Greensburg, Kansas. In May of 2007, Greensburg, Kansas was severely damaged by an EF5 tornado. The community spent 12 weeks developing the Long-Term Community Recovery Plan. It is the result of multiple meetings and discussions between the long-term recovery planning team, local, State, and Federal officials, business owners, civic groups, and citizens. Community participation provided an invaluable source of input and feedback that was used to refine and prioritize the projects contained in this plan. The community resolved to build back better, safer, and in a more sustainable manner.

At the heart of the plan is a simple guiding principle—keep the things that have made Greensburg and Kiowa County a good place to live, work, and own a business, and then suggest ways to build upon strengths of the community in order to make it even more prosperous, appealing, livable, and sustainable—this is an excellent approach for all communities. Information about Greensburg recovery can be found at: <http://www.greensburgks.org/>

# Improvements

Refer to Visual: 21.



- Disaster recovery can be an opportunity.
- Recovery funds can be used to improve the community rather than put it back the way it was.



## Note

Following a disaster, everyone's first response is to return everything to "normal." The reality is there was a disaster and everything will never be normal again. However, there will be a "new normal." Like Greensburg, every community should consider how to use recovery funds to improve the community rather than putting it back the way it was. Pull out the community's Comprehensive Plan and determine what improvements were already being planned. Are they still viable? Can they be improved upon considering the current situation? In rebuilding the housing stock, how can we encourage homeowners and rental property owners to rebuild in a more disaster resistant, sustainable manner?

Following the Red River Floods of 1997 the City of East Grand Forks, MN worked with the University of MN Architectural School's Rural Design Institute to redesign with the city. Throughout the Gulf Coast following the devastation of the 2005 hurricanes there are numerous examples of jurisdictions and nonprofits working with Architectural Schools to create less expensive designs incorporating green construction techniques as well as mitigation techniques.

Historically, many communities developed along rivers when waterways were a main means of transportation. More than half of the U.S. population currently lives on or near coastlines. Millions of homes are located in the country's most vulnerable areas. Often, poorer sections of the population live in the most vulnerable places in our communities.

When a considerable loss of housing follows a disaster, consider:

- Is this still the best place for housing development?



- If infrastructure is destroyed can replacement housing be planned in new neighborhoods that can be laid out in a more sustainable manner?
- What vulnerabilities resulted in the most loss of housing?
- Can future damage be mitigated by developing new neighborhoods away from a hazardous area?
- What current zoning needs to be updated to prevent future loss of housing?
- Has the community become more vulnerable since it first developed?

New Orleans is an example of a community whose surrounding terrain has changed since its beginnings. When New Orleans was first developed it was protected from hurricanes by the delta but in the last 100 years the delta has eroded.

## Community Revitalization

Refer to Visual: 22.



The goal of housing recovery is two-fold:

- Help survivors repair or replace housing.
- Revitalize the community's housing stock and tax base.



### Note

The housing needs of survivors and rebuilding the housing stock are two different goals. One is to provide adequate long-term housing for survivors and the other is to increase community revenue. What they have in common is revitalizing the damaged community.

After the Red River Valley Floods of 1997 the City of Grand Forks, ND, was concerned about losing residents due to the loss of housing. They used some of their recovery funding to have 200 homes built by contractors on property the city owned. They sold about seven homes for the asking price and the remaining were eventually sold but at extremely reduced prices. The problem was: the site the development was built on was not where most people wanted to live. It was bordered by a busy railroad, a dump, and a mobile home park. The lesson we can learn is that people whose homes are destroyed or are being acquired with mitigation funds want to make their own choice about where to rebuild, what home design they want, and the contractor to use.

While a high percentage of survivors are typically able to restore or rebuild their homes on their own using proceeds from their homeowner's insurance, FEMA Repair and Replacement Assistance or SBA Disaster Loans, others will need additional assistance and

financial counseling. Many communities have one or more housing nonprofits and new nonprofit housing providers may also develop following disasters. The purpose is to develop affordable housing.

## Potential Resources

Refer to Visual: 23.

Potential housing recovery resources include:

- Financial options
- Housing recovery assistance



### Note

The amount and type of assistance following a disaster will vary depending on the extent of the disaster. The amount of financial help people need will also vary. Some residents will have the ability to return to the community relatively quickly with their own resources. However, those with low and moderate incomes will often need financial assistance. In many rural areas the cost to rebuild a home will far exceed the pre-disaster value and nearly always the insured value is less than the cost to rebuild resulting in a financing gap. Very often, people who have lost housing will need housing counseling assistance to navigate the myriad of insurance along with FEMA, Small Business Administration (SBA), and other forms of assistance. Survivors nearly always can benefit from technical housing assistance.

Greensburg, KS, as well as numerous other communities that have sustained a high degree of housing loss, have established Housing Recovery Centers, staffing them with people who can assist residents with forms, financial resources, technical rebuilding assistance, financial advice, housing rehabilitation assistance, and overall, help them through the process of reestablishing their household into permanent housing. The centers are also an excellent place for coordination of volunteers. The centers can be a “one stop shop” by also housing the permitting office and community housing inspector.

Housing Recovery Centers provide valuable assistance and should be staffed by housing professionals familiar with federally funded housing assistance programs, construction, and housing rehabilitation. Counselors need to know or be trained in the FEMA/SBA process if there is a federally declared disaster. Staff may consist of existing city/county housing staff, housing consultants, or those who have worked for nonprofit housing developers. Local nonprofit housing developers may also take the lead in managing a Housing Recovery Center.

## Financial Options

Refer to Visual: 24.

Financial resources available to repair and replace housing:

- Insurance
- Small Business Administration (SBA) Disaster Assistance Loans
- State and/or Federal Disaster Assistance
- Non-Governmental Organizations (NGO) Resources and Services



### Note

Insurance is always the first source of disaster recovery funding; examples are:

- Homeowner Policy
- National Flood Insurance Program (NFIP)
- Hurricane or earthquake insurance

Small Business Administration (SBA) Disaster Assistance Loans are made available when there are Presidential Declarations of Disasters. When a disaster doesn't reach the magnitude of a Presidential Declaration it may still be enough damage to warrant a SBA declaration making the SBA loans available for recovery efforts. SBA declarations are based on the percentage of uninsured loss caused by the event.

The SBA can assist homeowners, renters and small businesses affected by the disaster. The SBA is a critical source of housing finance as well as small business recovery funding following disasters. Other Federal programs may offer assistance and some State resources may as well.

Non-Governmental Organizations (NGOs) often provide significant assistance most notably through housing counseling and case management, which provides essential guidance. They may also be able to provide financial resources.

## Non-FEMA Government Assistance

Refer to Visual: 25.

- SBA
- Department of Housing and Urban Development (HUD) Community Development Block Grants (CDBG)
- United States Department of Agriculture (USDA) Rural Development (RD) housing programs



Note

### ***Small Business Administration***

As previously mentioned the largest source of financing for homeowners and renters following insurance is the SBA. SBA loans may be used to repair or replace damaged real estate or personal property owned by the survivors. Renters are eligible for their personal property losses, including automobiles.

- Loans cover uninsured or otherwise uncompensated losses.
- Loans cover only replacement of property, not additions or other unnecessary enhancements.
- Additional funds may be available for improvements that will protect the property.
- Rebuilding loans are limited to \$200,000.
- Personal property loans are limited to \$40,000.
- The SBA can refinance all or part of prior mortgages under certain conditions.
- The SBA loans are typically offered at lower than market interest rates and up to 30-year repayment terms.

The SBA's website on Disaster Assistance Loans offers excellent information, including a tutorial and fact sheet:  
<http://www.sba.gov/services/disasterassistance>

### **Housing and Urban Development (HUD) Community Development Block Grants (CDBG)**

In response to disasters, Congress may appropriate additional funding to HUD for the CDBG and HOME programs for Disaster Recovery grants to local jurisdictions or States to aid in rebuilding the affected

areas and provide crucial seed money to start the recovery process. As CDBG Disaster Recovery assistance may fund a broad range of recovery activities, HUD can help communities and neighborhoods that otherwise might not recover due to limited resources.

Disaster Recovery grants often supplement disaster needs unmet by other Federal disaster assistance programs.

CDBG funds are some of the most flexible funds a community can receive. Half of the funds must be used to benefit low-income survivors.

Specific information about CDBG disaster housing assistance can be found at: <https://www.hudexchange.info/community-development/>

United States Department of Agriculture Rural Development Housing Programs

Typically, in areas affected by natural disasters, Rural Development can help existing Rural Development borrowers who are survivors of a disaster.

Following the tornadoes that devastated Greensburg, KS, Rural Development partnered with the city, county and nonprofits to provide low-interest loan and grant funding to support the financing of new affordable homes and home repairs, along with workforce and senior rental housing.



## Public Funds

Refer to Visual: 26.

In long-term housing recovery, the role of public funds is to fill gaps, to return survivors to pre-disaster housing conditions, and to address health and safety deficiencies.



### Note

In long-term housing recovery, the role of public funds is to fill gaps, to return survivors to pre-disaster housing conditions, and to address health and safety deficiencies.

It is not unusual for gaps to occur in people's ability to return to pre-disaster housing conditions, when insurance proceeds have been applied and people have borrowed to the extent possible, they need gap financing.

Several types of gaps may occur:

- A value gap occurs when it costs more to build than the value of the completed home. This is most typical in more rural areas with depressed housing values.
- An affordability gap occurs when the household income is not sufficient to re-pay loans needed for rebuilding.
- Gaps occur both in new construction and when the cost to rehab a home exceeds a reasonable debt load.

Communities wishing to encourage housing reconstruction may want to use CDBG or State funds to design gap financing assistance. When this is the case, design programs as deferred loans rather than grants. Deferred loans can be forgiven after the survivors have maintained the home as their primary resident for a set period of time such as 10 years or they may be due on sale. Make the length and term of the assistance long enough to ensure that public funds are used to help with rebuilding, not provide a windfall for someone.

Public funds can also be used to encourage development of new construction-both owner occupied and rental, but the recovery money should be used to offer incentives to homeowners or for construction of affordable housing. Remember, 50 percent of CDBG funding must be used for low-income households.

## Other Resources

Refer to Visual: 27.

Nonprofit housing providers assist with:

- Housing counseling
- Volunteer coordination
- Job site supervision and guidance
- New home and home rehabilitation construction management
- Financial aid



### Note

Many communities have one or two non-profit housing providers whose mission involves affordable housing. These are also often nonprofit organizations that provide broader community development or social service functions. Existing nonprofits may take on additional activities following a disaster, where there isn't an existing nonprofit housing provider one may develop. These organizations often play an important role in the effective recovery of communities, particularly for those households needing more assistance.

Housing Counseling involves assisting people with the red tape of repairing or rebuilding their home, working through the insurance process, and the FEMA/SBA process. This counseling service may also be able to provide advice on financially feasible borrowing limits. Housing counseling can also include rehabilitation expertise, assistance obtaining bids for needed work, homeownership counseling, etc.

Following nearly every disaster volunteers come to help. They are an incredibly valuable resource when managed well. The skills of the volunteers need to be matched with the needs of the survivors, a task that many nonprofits are adept at managing. Some of the volunteers will be skilled in construction.

Additional resources may be available for job site supervision, guidance, and construction management for new homes and for housing rehabilitation. For example, the Hope Community Development Agency (CDA) which was developed when East Biloxi, MS City Councilman, Bill Stallworth, recognized the incredible need in the second ward following Hurricane Katrina. The ward was the home of over 10,000 of the city's lowest income residents. Hope CDA works in concert with community, faith-based and civic organizations,

government officials, and private entities. It strives to ensure that the citizens it serves achieve self-sufficiency and success in the economic mainstream of society. Hope CDA guts and repairs homes as well as builds new homes.

Nonprofit organizations may be able to assist households whose insurance proceeds fall short and they do not have the financial capacity to finance rehabilitation or new construction. When communities receive cash donations for the benefit of survivors, nonprofit organizations can provide oversight and ensure appropriate use. One such example occurred in Breckenridge, MN following the floods of 1997. The City of 3,500 received over a million dollars in donations earmarked for household recovery. The community decided to create a nonprofit they called Lend a Helping Hand to oversee the use of the funds and to coordinate volunteers who came to rebuild with homeowners in need of the specific skills being offered, thereby allowing the city staff to focus on other aspects of recovery.

Nonprofits may also have relationships with national organizations that can provide both monetary and non-monetary resources.

Additionally a city may contract with an experienced nonprofit to manage Community Development Block Grant or Home funds.

## Providers Identified

Refer to Visual: 28.

Identifying local nonprofit housing providers:

- Community Action Agencies/Programs (CAP)
- Neighborhood Housing Services (NHS)
- Community Development Organizations
- Community-Based Organizations (CBO)



### Note

Community Action Agencies have a variety of names including Community Action Programs (CAP). They were created by President Johnson's 1964 Economic Opportunity Act. They often deliver housing rehabilitation programs and some are involved in development. They may be best known for providing energy assistance, Head Start, and Meals On Wheels. The organization also offers a variety of housing programs. To locate the CAPs in your State refer to: [www.communityactionpartnership.com/](http://www.communityactionpartnership.com/).

Neighborhood Housing Services (NHS) started as a grass roots effort to improve housing conditions in older urban neighborhoods. Neighborhood Housing Services are now located in several hundred communities throughout the country and are no longer limited to urban areas. Rural NHS's typically have a service area of several counties. NHS's have frequently assisted communities with housing recovery. Centro Campesino, a NHS in Central Florida, has been an essential resource for housing recovery in the rural Central Florida counties following several hurricanes. To determine if there is a NHS in your community go to: <http://www.neighborworks.org/Our-Network/Network-Directory>

There are also many independent Community Development and Community-Based Organizations.

# Activity 5.1: Case Study - APA Briefing - Housing

Refer to Visual: 29.

**Purpose:** Examine issues relating to affordable housing during recovery.

**Instructions:** Individually read the 5 page briefing, discuss as a class.



**Activity 5.1: Case Study - APA Briefing - Housing****Purpose**

Examine issues relating to affordable housing during recovery.

**Directions**

Activity Individually read the 5 page briefing. Your instructor will facilitate a discussion on the reading as a class. The [Affordable Housing briefing paper is available at this link](https://www.planning.org/research/postdisaster/briefingpapers/housing.htm) (https://www.planning.org/research/postdisaster/briefingpapers/housing.htm). It is also available electronically as a PDF in the Course Reference Library.

## Public Works

Refer to Visual: 30.



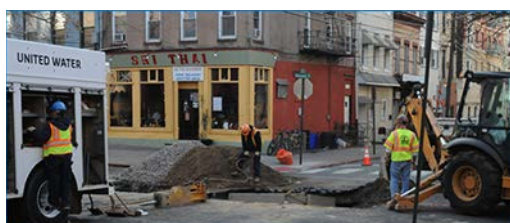
This section's focus is on the successful recovery operation for public works during a disaster.

Note

## Critical Issues for Public Works

Refer to Visual: 31.

- Transportation systems and facilities
- Drainage and flood control systems
- Water and sewer utility systems
- Solid waste – collection/continuity
- Solid waste – debris removal/disposal
- Recovery and mitigation support services



Note

The issues presented on this slide are critical to facilitating the recovery process in any community.

Many of these will be occurring simultaneously; however, some are sequenced to allow for a smooth operational flow and a less complicated process for those impacted.



## Four General Areas of Activity

Refer to Visual: 32.



- Transportation and Lifelines
- Utilities
- Debris Management
- Support Activities



### Note

The critical issues can be divided into four general areas for the purpose of planning and discussion. Each group shares similar issues and concerns.

Recovery of transportation systems and lifelines are essential to ensure movement and communication to support the recovery process. The restoration of other services and activities in the community depends on transportation and communications.

Utilities are part of the overall lifeline definition, but have been separated here for the purpose of discussing coordination between the utility organizations and the community. In some communities, these are all publicly operated. In others they are either quasi-governmental or privately operated. The way in which public works plans and interacts with these will be key to efficient and rapid recovery.

Debris management is often the largest portion of a community's recovery effort. Most disasters or emergencies generate large quantities of debris.

The last category is support. This includes a number of critical operations provided by public works and/or other disciplines as part of the overall community recovery effort.

# Transportation Systems

Refer to Visual: 33.

- Roads
- Bridges
- Traffic Control



## Note

Clearance of debris and other obstructions to roads, bridges, and traffic control systems and temporary repairs to these systems occurs during short-term recovery.

Roads and bridges have to be inspected for structural integrity and other safety concerns before they can be reopened. While signage and other traffic control systems are out of operation, the use of four-way stops and other contingency measures are implemented during short-term recovery.

Decisions about the permanent repair and replacement of damaged transportation systems are part of the long-term recovery process. Alternative designs and locations may be available or perhaps some roads or bridges won't be replaced at all.

What routes and key facilities have priority attention? (This will differ from agency to agency. This would usually include routes to hospitals, fire/police stations, and main highways.)

Who is the "owner" or controller of these routes and facilities? (They may be local, county, or State controlled. Responsibility for clearing may not be the local agency.)

Also, note that an effective plan must include provisions for re-establishment of traffic control in some form.

- What procedures need to be in place to re-establish traffic control and traffic operations?
- Will temporary signage be used? If so, do you have enough inventory?
- Will there be temporary one-way streets to control traffic?

- Would it help your community to have separate travel plans for construction and debris vehicles?

## Other Transportation Systems

Refer to Visual: 34.

### Transportation facilities

- Airports
- Seaports
- Rail systems
- Mass transit systems
- Tunnels



### Note

Each of these, if present in a community, will allow for more efficient movement of supplies and people during the recovery phase.

The key here is coordinating with the “owner” of these facilities. It may be another unit of government, an authority, or a private corporation.

Each may require a different approach in the process of recovery. If public-owned, inter-governmental, or inter-local, agreements may provide a basis for emergency actions. If private, Federal dollars may not apply for repairs, even if it is critical to the community.

While there is little direct influence over private infrastructure, they often stand to lose more if they delay and don’t coordinate with local agencies.

# Lifelines

Refer to Visual: 35.



- Electrical power
- Telecommunication
- Cable
- Internet
- Natural Gas



## Note

Lifeline systems may be controlled in numerous ways. As such, they may be represented in a recovery team by active members or by liaison personnel coordinating their actions with the community's.

Electric power system restoration is an important point for the residents' emotional well-being. In many ways, having electric lights, refrigeration, and either heat or air conditioning is a major barometer against which they evaluate their opinion of the overall recovery operation.

Telecommunication systems are critical to the re-establishment of most commercial businesses. Today's computer-based industry and commercial businesses put extra emphasis on having some telecommunication system established for their information systems to operate. This is especially true of chain and franchise operations. Their entire operational systems often are located offsite at a central location, and they cannot serve the community without a telecommunication system.

Cable systems are growing in complexity and their interconnection with the community. Just a few years ago they were not generally considered a key utility system in most recovery plans. The advent of hi-speed Internet has changed this as more businesses and residents now do all their bill paying and ordering online. Ignoring the cable

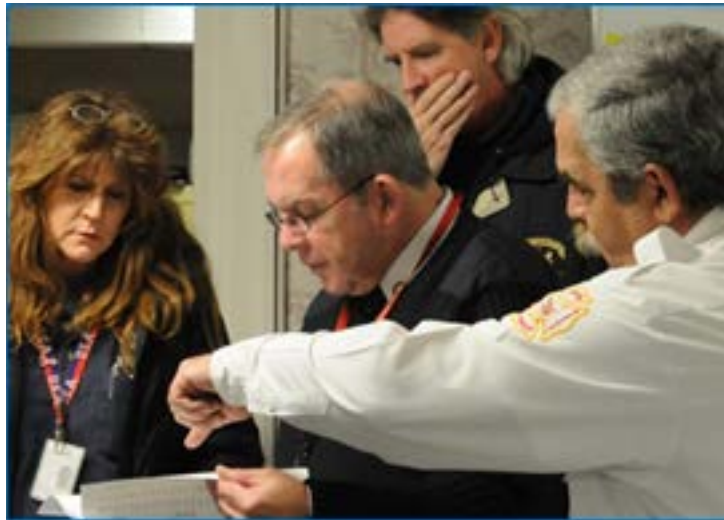
industry in a community's recovery operation will most likely bring complaints from many sides of the community.

In many parts of the United States, natural gas is a key system to re-establish for commercial and industrial operations, as well as the operations of heating water and structures through boilers, furnaces, and water heaters. This also may be a governmental or private industry operation.

## Important Issues to Consider

Refer to Visual: 36.

- Primary re-start locations
  - Prioritize for community needs
  - Coordinate the work and priorities
- Publicize the plan
  - Communicate with stakeholders
  - Establish clear expectations



### Note

As previously mentioned, establishing priorities for restarting lifelines and transpiration links is an essential part of recovery operations and recovery planning. This allows local government to:

- Set priorities based upon the community's needs and the situation.
- Coordinate work between all the recovery operations.

Publication of the re-start plan is an essential function of successful implementation. The entire community must be informed of these plans. Stakeholders should be given clear information so they clearly understand:

- Public works operational timelines.
- Public works priorities and where work will be occurring.
- Establish realistic expectations.

# Drainage & Flood Control Systems

Refer to Visual: 37.

- Identify critical areas in your community.
- Determine what areas and structures are most vulnerable.
- Prioritize cleaning and repair based on risk assessment.
- Identify process for damage assessment of these systems and structures.
- If multiple jurisdictions, who will coordinate?



## Note

If the event involves any debris or flooding, it is essential to inspect and re-establish the drainage system as soon as possible. Additional events are possible; therefore, it is important to prevent additional or new flooding.

- Where are the critical areas in the community that are prone to flooding issues?
- Are there key facilities within these areas?
- What is the priority for clearing and repairing these systems based upon both existing conditions and short term risk?
- Determine in advance, or quickly post event, who will be coordinating work involving multiple jurisdictions.

How priorities for restoration of utilities, transportation systems, communication systems, and other facilities and services will vary from agency to agency and incident to incident. However, as New Orleans experienced after Hurricane Katrina, and Galveston, Texas experienced after Hurricane Ike, residents could not safely return until the drainage systems were capable of handling storm water, which may result from a follow-on event.



# Sanitary Sewer Systems

Refer to Visual: 38.

- Ownership and control
- Status of key components
- Isolation points
- Availability of spare parts and equipment



## Note

Probably the most important of the utilities or lifelines to restore is the sanitary sewer system. Generators can provide power, and water can be trucked in, but any serious recovery operation and re-entry program requires an operational sewer system to minimize the threat of disease. It is important to determine the following.

- If the whole system is not affected, how will system repairs be carried out while continuing operations in the non-impacted areas?
- Who owns and operates the system?  
Public vs. private ownership will determine how involved the Federal role may be. If privately owned, is there language in the contract or franchise agreement regarding reestablishing the systems, in what timeframe, and in coordination with the local government?
- What is the status of the collection system and the fixed plants?  
How soon can it be functional?  
This needs to be communicated as soon as possible to the decision and policymakers for incorporation into the overall recovery process. Can areas of the system be isolated to provide more rapid re-start? Isolation of heavily damaged areas may allow for more rapid continuity of service to less damaged areas, speeding economic and community revitalization.
- What is availability of parts, and timeline for overall repair?  
Without readily available spare parts, the recovery will be severely hampered. These do not have to be stocked by the community,

but pre-identified sources for spare parts should be determined and, if necessary, contractual arrangements made beforehand.

# Potable Water Systems

Refer to Visual: 39.

- Ownership and control
- Status of key components isolation points
- Availability of spare parts and equipment



## Note

Similar to sanitary sewer systems, potable water requires coordination to re-start. Initiating water flow into neighborhoods without an operating sanitary sewer system is inviting an environmental disaster. Starting the community service in coordinated sectors with the sewer system is the preferred method.

If the whole system is not affected, how will system repairs be carried out while continuing operations in the non-impacted areas?

- Who controls and operates the system?
- Where do they get their water?
- What is the status of the components?
- Treatment plants
- Distribution system
- Raw water source (surface, well, or other provider)
- What is the availability of needed parts to repair and restart?

If water supplies do not meet water quality standards, state and county health departments have processes in place to notify citizens to boil water for purification. In most cases, licensed water systems must publicize and recommend the state standard only.

Private water systems, if licensed, must usually comply with same regulations as the public supply. However, some smaller systems have lower thresholds for testing and reporting. It is imperative to have private wells tested if there has been a flooding event to ensure that contamination has not occurred.

## Solid Waste – Collection/Continuity

Refer to Visual: 40.

- Who will carry out normal collection operations?
- Are there drawbacks to one contractor doing both routine and debris operations?
- Will the traditional disposal sites change their billing or operational policies and procedures?
- Will commercial collection needs increase during the recovery period due to increased business and restocking?



It is important to note with regard to solid waste, public works will be challenged with the need to provide continued service to non-impacted areas of the community very shortly after the event.

Note

## Solid Waste – Debris Removal/Disposal

Refer to Visual: 41.

- Determine community's role.
- Determine Temporary Debris Storage and Reduction sites (TDSR) and permit requirements.
- Publicize plans and requirements.
- Understand Federal requirements for reimbursement of debris-related costs.



### Note

Debris management is the most visible operation in many events. People want the piles of “stuff” gone from their property.

- What is the public works' role in collection, reduction, and processing of debris?
- Will it be in-house forces or contractual operations?
- The number of Temporary Debris Storage and Reduction Sites (TDSRs) needed is determined by the amount of debris generated by the disaster. Utilize one of the debris generating models to estimate the material quantity.
- Where will sites TDSRs be located? Pre-permitting by State and Federal officials is allowed and recommended.
- Provide public awareness of the plan.
- Become familiar with the Public Assistance Program reimbursement policies and practices. For a Fact Sheet on the PA Program and other useful tools, click this link.  
<https://www.fema.gov/media-library/assets/documents/90743>
- Will property owners be allowed access to damaged sites to inspect and gather any salvageable belongings? Who will manage this and under what rules?

Galveston, TX had major issues with this after they announced a re-entry, only to have to cancel it.

After the Oakland and San Diego, CA wildfires, officials arranged for residents to park in central locations, bused them into the impacted area for a specific time period, then bused them back out.

## Debris Management

Refer to Visual: 42.

- Once debris is moved to TDSR, reduction is an efficient method to reduce material disposal costs.
  - Recycle: metal, glass, plastics, paper, white goods
  - For other combustibles:
    - Air curtain burner
    - Grinders/chippers
    - Composting
- Authority to demolish structures.



### Note

Disposal costs may be reduced by minimizing the quantity of material that is handled.

Reduction helps minimize these costs, and can be accomplished through numerous methods:

Recycling materials including metals, glass, plastics, and white goods will significantly reduce disposal costs as many of these are bulky and take up many cubic yards, as well as pounds in the disposal process.

Reduction of combustibles, including vegetation, also reduces volume and weight, reducing final costs. This can be done through:

- Air curtain burners
- Grinders and chippers
- Composting

In many cases, properties are left abandoned or ownership cannot be determined. It is important to be aware of State and local regulations regarding cleanup and demolition should it become necessary.

In some States, mobile and manufactured homes are considered vehicles, not property, so there are no land titles to search for ownership.

## Hazardous Material Collection

Refer to Visual: 43.

- How will hazardous materials be collected?
- Determine protocols for collection (OSHA/EPA).
- How and to whom will spills or leaks be communicated?
- Communicate the need to separate from other debris.
- Determine final disposal plan.



Hazardous waste issues include both disaster caused events, as well as household hazardous waste.

Determine the who, how and when of hazardous materials collection.

Note

- If and when found, how will they be cataloged and collected?
- What are the appropriate protocols for collection?
- Is personal protection required for workers?
- Is special training necessary for the personnel?
- Who is notified of the material's location and makeup?
- What is final disposal plan for the material?



## Technical Support – Recovery

Refer to Visual: 44.

Provide support to other recovery team members for:

- Damage assessment.
- Engineering, fleet, facilities, and resources.
- Liaison with utilities and agencies.



### Note

One of the key components of the public works discipline is providing technical support to other recovery team members, which can include personnel versed in:

- Damage assessment.
- Engineering, fleet operations, facilities, transit systems, and utilities.
- Liaison with utilities and government agencies.

In the aftermath of the 2004 and 2005 hurricane seasons, public works teams fanned out across the gulf coast assisting local agencies in assessing, repairing, and recovering from the damage they sustained. In New Orleans a task force of water department equipment and personnel from Portland, Oregon responded and provided crucial assistance in repairing key water pipes and other system components.

After Hurricane Ike, the Texas Task Force One, a public works response team quickly mobilized into Galveston, and was assessing and repairing their transportation and utility systems even as the flood waters were still receding.

## Technical Support – Mitigation

Refer to Visual: 45.

- Determine how mitigation can be incorporated into recovery.
- Evaluate/identify areas of future risk.
- Identify mitigation techniques.
- Determine financing options.



As recovery unfolds, mitigation opportunities will often present themselves. Public works can help in the ways described on this slide.

Note

# Continuity

Refer to Visual: 46.

In most cases, there are services that must be provided despite the recovery process.

- Identify areas and services that have priority.
- Determine how to staff both recovery and continuity operations.
- Plan how and when to transition forces from one to the other.

## Transition

Refer to Visual: 47.

Determining when to transition from recovery to normal is often a difficult thing to do:

- Who determines when this transition will take place?
- How will employees be transitioned?
- What operations will be transitioned first?
- Are there new priorities or policies?
- How will these new policies be communicated to the staff? .



Note

Determining when to transition from recovery to normal is often a difficult thing to do:

- Who determines when this transition will take place?
- How will employees be transitioned?
- What operations will be transitioned first?
- Has the disaster led to new priorities or policies from the elected officials?
- How will these new policies be communicated to the staff? .

## Activity 5.2: Case Study - APA Briefing - Infrastructure

Refer to Visual: 48.

**Purpose:** Examine issues relating to infrastructure during recovery.

**Instructions:** Individually read the 5 page briefing, discuss as a class.



Note

The purpose of reading and discussing the Case Study is to examine issues relating to infrastructure issues associated with recovery.

Please read the 8 page [APA Briefing Paper on Infrastructure](http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA_2015_Briefing_Planning_Resilient_Infrastructure.pdf) ([http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA\\_2015\\_Briefing\\_Planning\\_Resilient\\_Infrastructure.pdf](http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA_2015_Briefing_Planning_Resilient_Infrastructure.pdf)). Discuss as a table group and be prepared to share your thoughts with the class.

35 minutes

**ACTIVITY 5.2: Case Study – APA Briefing - Infrastructure****Purpose**

The purpose of reading and discussing the Case Study is to examine issues relating to infrastructure issues associated with recovery.



Activity

**Directions**

Please read the 8 page [APA Briefing Paper on Infrastructure](http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA_2015_Briefing_Planning_Resilient_Infrastructure.pdf) ([http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA\\_2015\\_Briefing\\_Planning\\_Resilient\\_Infrastructure.pdf](http://www.pema.pa.gov/planningandpreparedness/trainingandexercises/Documents/Student%20Materials/G%20205%20Recovery%20from%20Disaster/Appendices/Appendix%20D/APA_2015_Briefing_Planning_Resilient_Infrastructure.pdf)). Discuss as a table group and be prepared to share your thoughts with the class.

# Building Inspection

Refer to Visual: 49.



Almost every disaster event will result in some need for building inspection.

Note

# Building Inspection

Refer to Visual: 50.

Building inspection services may be needed for:

- Damage Assessment
- Re-Entry and Access Policies
- Temporary Protection vs. Reconstruction
- Contractor Licensing and Approvals
- Code Issues
- Mitigation Activities
- Demolition of Structures
- Building-Related Debris Management



## Damage Assessment

Refer to Visual: 51.

- Establishes a picture of scope and impact.
- Supports application for declaration and funding.
- Requires trained staff and a damage assessment procedure.
- Requires cooperation with other agencies and private sector.
- Makes use of technology where possible.

## Trained Staff

Refer to Visual: 52.

- Reporting methods and structure
- Procedures and report format
- Uniform marking code
- Lines of responsibility and communication



### Note

A trained staff is essential for timely and appropriate completion of this process for “peacetime” and disaster applications. Training should cover the following areas:

- **Reporting methods and structure:** Inspection personnel should be familiar with the damage assessment methodology and reporting structure.
- **Procedures and report format:** This will ensure familiarity with the forms being used and the information being requested. The method of the inspection also should be uniform and clearly understood. This could include in what order an inspection will occur as well as what information will be collected.
- **Uniform marking code:** The code should be used to indicate to follow-up staff whether the structure has been initially inspected, detail inspected, determined safe for entry, or approved for occupancy. This can be done by color coded tags, decals, stickers, or forms.
- **Lines of responsibility and communication:** These are critical to the efficient inspection and reporting process. Who is responsible, who reports to whom, and what is reported are key points that everyone involved in the process must be familiar with.

This will most likely involve coordination and cooperation with other agencies and utilities. Pre-planning this coordination and information gathering will save valuable time in the reporting process.

Geographic Information Systems (GIS) and Geographic Positioning Systems (GPS) can be effective tools for mapping and defining damage patterns. These systems can be used to create an electronic

file of GPS coordinates, photos of the damage and condition, and other information that will assist the community in reporting.

## Rapid Damage Assessment

Refer to Visual: 53.

- Conducted immediately post event.
- Provides general information to officials... How big how bad?
- Provides rough estimates and limits of damage.
- Can be accomplished through either single resources, task force, or strike team concepts.



Note

Rapid damage assessment is intended to provide local officials with an early estimate of the scope and limits of damage, including:

- Define the areas of damage.
- Estimate extent of damage in rough terms (structures in the area have an average market value of \$200,000. Damage to a structure is estimated at 50 percent. The damage estimate for the structure is \$100,000).
- Field forces determine the extent of damage. Cost estimates may be applied in the field or following the gathering of data.
- It is conducted as soon as possible post event and, depending on severity, may take 1 to 2 days to complete.
- It provides the local officials with the key answers to...How bad is it?...How big is it?

Utilizing the concept of incident management, rapid damage assessment can be accomplished through the use of inspectors functioning as:

- **Single Resources:** Each inspector works independently and reports directly back to a reporting center.
- **Task Force:** Inspectors from different disciplines or utilities are teamed together and complete inspections in a comprehensive manner.
- **Strike Team:** Inspectors from each discipline or utility work together but independent of other disciplines with information compiled at the reporting center.

## Detailed Damage Assessment

Refer to Visual: 54.

- May overlap in timeline with rapid damage assessment.
- Provides more extensive information.
- Inspections involve more physical presence.
- Costs are based upon more detailed estimates than rapid damage assessment.
- Helps determine actual losses
- Assists with mitigation and recovery planning.



### Note

Detailed damage assessment is a more thorough, detailed reporting of the conditions identified in the rapid damage assessment.

These activities may overlap. Detailed damage assessment will take time, as it may require services of engineers, architects, contractors, as well as other professionals.

Information gathered will be far more extensive and detailed (e.g., not just “the bridge is damaged,” but “the bridge deck is damaged, but structure is intact, estimated repairs are \_\_\_ dollars”).

The process provides estimates of actual repairs based upon previous experience, actual estimates from contractors, or other sources.

This work requires the presence of personnel on the ground, evaluating the damage and providing substantial estimates of needed repairs.

Detailed damage assessment information may be transformed into a detailed document for the purposes of reviewing and identifying potential mitigation projects, as well as long-term recovery needs.

## Re-Entry and Access Policy

Refer to Visual: 55.

- Critical part of emergency planning.
- Potential conflict between officials, citizens, and businesses.
- Necessary for public safety and security.
- Should establish who, when, where, and how long.
- Access routes and perimeter security.
- Planning can avoid conflicts between debris/public recovery and private recovery.



### Note

The question of re-entry and access is one that must be addressed in pre-event planning. It can greatly impact how local government is viewed by the public during recovery.

The control of access is an important consideration for safety of the general public. Basic sanitation and utility services must be present in order to prevent additional health and safety issues. There are also obvious concerns about leaking natural gas or propane, energized downed electrical lines and hidden areas of damage caused by flood or washout. The question of access is critical, and often different in each situation.

The questions below may prove contentious, especially between local officials and citizens and business leaders who want to “know what’s damaged” and to “do something” about it.

- Who is allowed in? Residents? Contractors?
- Is there a curfew?
- When are they allowed in? How soon to allow is a difficult decision. There will be pressure to make it as soon as possible.
- Where will they be allowed to go? Can they go beyond their own neighborhood?
- Do they need a pass or escort?
- How long can they stay? Time limits? During daylight only?
- What if they refuse to leave?

This has been handled in many different ways, for example:

During both the Oakland and San Diego, California, wildland fires, residents were collected at a central point and officials used buses to move them to their homes. They were dropped off and allowed a given period of time before being picked up and transported back to their vehicles. This not only controlled access, but reduced the congestion of the roads. This gradually was modified as debris removal and utility operations allowed for better access and traffic flow. Control points were maintained for property protection purposes for quite a while after the event.

Contractors can also be processed at a central point, authorized or licensed as needed, and provided a pass into the area specifying address, and the type of work to be performed.

Traffic control and clearly communicated routes in, around and out of the impacted area will greatly ease the burden of managing this process. While potentially different for each event, general routes can be determined in advance for your community as whole, as well as each neighborhood. This allows for improved traffic flows and efficient transportation of materials and debris.

After Hurricane Ike, officials of a Gulf Coast community issued a return home instruction before all was made safe. As thousands drove toward the bridges to go back home, they realized that they were not ready. They canceled the return invitation, but not before thousands of vehicles were crowding the roadways. Those residents caught in the resulting traffic jam were highly critical of the officials for not being prepared and not being clear in their instructions.

## Temporary Repairs vs. Reconstruction

Refer to Visual: 56.



- Does temporary work require permits?
- What is the threshold between temporary and permanent repairs?
- How will requests for exemption of code and ordinance requirements be managed?



### Note

It will ease conflict with residents and contractors if they know in advance what actions you will allow without permits. Residents want to return home quickly, and waiting for permits will delay their recovery and add to frustrations.

Local officials must determine:

- Does temporary protection work require permits?
- What constitutes “temporary”?

Planning in advance for these questions will ease the stress after the event.

What is the threshold for permanent repairs? As noted above, is a plywood patch on the hole temporary or permanent? Is a tar paper overlay to waterproof the patch allowed? Can a hole in a wall be patched? When will that be a repair? Pre-planning will enable the building inspection department to identify the possibilities and develop answers.

One question that always arises after an event is whether codes will be relaxed to promote faster recovery (i.e., exempted from enforcement). This is especially prominent in flood-prone areas or in areas where older, existing structures do not comply with newer zoning or building codes. Public officials must be mindful of the potential impact of providing code exemptions because such approvals could affect liability, insurance coverage and cost, and



public safety in the affected area. The local government legal department should be consulted on these issues.

A separate issue is whether the local government will reduce or waive building permits fees. In this case, a permit is still required and all regulations must be adhered to; however, the applicant is provided some relief by not being required to pay for a permit.

## Contractor Licensing and Approvals

Refer to Visual: 57.

- Plan for the inevitable influx of contractors.
- Licensing vs. approved lists.
- Publicizing your process and protections to the public.



### Note

The influx of repair contractors that follows any major event can be very challenging for local officials. Many contractors and repair workers may appear without being requested. Tales of persons taking deposits and not returning, or taking money, starting the job, and not finishing it, are often reported.

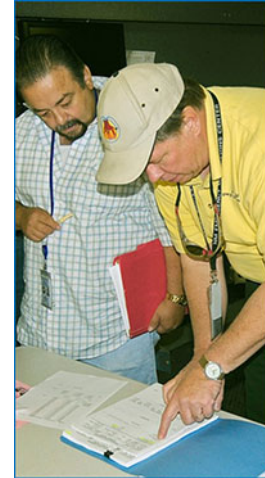
Develop a plan on how to manage this issue, including provisions to direct contractors and other incoming repair workers to one central processing point. Develop procedures and guidelines in advance, to help determine contractor qualifications and how they will be identified as such. If a community does not currently license contractors, how will it be managed in these circumstances?

Publicize the process and the protections that are being established. Provide this information when residents begin the re-entry process so citizens and contractors have it in a timely manner.

# Code Adequacies

Refer to Visual: 58.

The best time to review codes for currency and adequacy is **BEFORE** the disaster.



## Note

In the aftermath of disasters, communities often find it necessary to review the adequacy of their building codes. It's from such events that we see fire suppression sprinklers and alarms mandated in structures, earthquake resistant codes adopted in earthquake-prone communities, and wind/water protection measures upgraded in coastal areas. Code changes may be controversial and time consuming. Officials need to ask:

- Are codes current and appropriate?
- Are their special considerations for times of disaster?
- What changes are needed?

If the code review is conducted in the post-event timeframe, it will delay repairs and rebuilding, raise costs, and be very unpopular with residents and businesses alike.

Sometimes, a general review of codes is necessary to mitigate future events and better prepare the community. If that is the case, do not hesitate to do this while the memory of the event is fresh. Within just a couple of years the urgency is gone and the event is a historical event, not a pressing issue.

## Mitigation Activities

Refer to Visual: 59.

- Information from assessments can be key component of mitigation reviews.
- Public support is often higher after an event.
- Coordination with community planning department.



### Note

Mitigation serves an important role in protecting and preserving the cultural and socio-economic qualities of a community.

Public interest in and support for issues such as property buyouts and rezoning of at-risk properties may be higher after an event, and chances of making an impact may be greater. It is also much easier to acquire structures when they are damaged than after they have been repaired.

The Building Department usually works in tandem with the Community Planning and Development Department, either at the local or at the county level, to achieve mitigation projects. Together, these two departments can review development or rebuilding projects and proposals and determine whether mitigation opportunities exist. In cases where special building methods and techniques must be applied in recognition of hazards, the departments can work together to identify and enforce the requirements.

Disasters may provide opportunities for mitigation improvements in the community's infrastructure as well as residences. Pre-disaster and post-disaster hazard mitigation plans will identify priority areas for attention and, in the event of a Federal Disaster Declaration, may provide resources to accomplish them. In these cases, Federal and State agencies will be coordinating their actions to help achieve mitigation goals. As mentioned in Unit 3 a Recovery Task Force may

also help leverage various sources of funding to achieve recovery and mitigation.

## Demolition of Private & Public Properties

Refer to Visual: 60.

- Always a contentious issue.
- Authority to approve demolitions.
- Criteria to be applied:
  - Extent of damage (\$ vs. %)
  - Public safety vs. community safety
  - Proper notification of property owners



### Note

In most events involving natural disasters, some demolition of structures will likely be necessary. Who will demolish and when, is often an issue of great debate. The following questions will arise:

- Can the local government demolish a structure without the owner's approval?
- Under what guidelines?
- Who can authorize it?
- Who pays for it?
- Can a structure be demolished just because it is beyond financial repair, even if it is not currently a safety hazard?
- What is the definition of a safety hazard?
- Is this clearly defined in plans, codes, or ordinances?
- What criteria will need to be met?
- What threshold will be used to determine repair or demolition?

Documentation of these actions should be maintained and supported by photographic evidence as to why the demolition was undertaken.

Public safety or community safety issues may present themselves in decisions about demolition. Community safety may involve sanitation or disease-related issues, while public safety may involve the structure being used when it is not habitable or by unauthorized persons.

Some State and local codes require written notification of the property owner prior to demolition.

The community legal department should be involved in all decisions relating to demolition.

## Unit Summary

Refer to Visual: 61.

Are you now able to:

- Identify the six community planning tools that can assist in disaster recovery?
- Describe the challenges and opportunities related to short and long term housing issues?
- Explain the roles of local agencies for functions including planning, and community development, housing, public works, and building inspection?

# Unit 6: Joplin, Missouri Case Study



## Objectives

Given case study information on disaster recovery in Joplin, Missouri, at the end of this unit, participants will be able to:

1. Analyze capabilities and challenges related to implementation of disaster recovery planning efforts.
2. Examine community engagement opportunities during disaster recovery.
3. Explore considerations for improving your community's pre-disaster recovery capacity.

## Scope

- Overview of the Case Study and Activity Directions
- Activity 6.1: Joplin, Missouri Case Study group work
- Group Presentations
- Class Discussion: Building Pre-Disaster Capacity
- Unit Summary

## Unit 6 References

- Abramson, D. M. & Culp, D. (2013). [At the crossroads of long-term recovery: Joplin, Missouri six months after the May 22, 2011 tornado](http://academiccommons.columbia.edu/item/ac:166312). New York, New York: National Center for Disaster Preparedness, Earth Institute, Columbia University. Available from: <http://academiccommons.columbia.edu/item/ac:166312>

## **Unit 6: Joplin, Missouri Case Study**

Refer to Visual: 1.

## Unit Objectives

Refer to Visual: 2.

Given case study information on disaster recovery in Joplin, Missouri, you will be able to:

- Analyze capabilities and challenges related to implementation of disaster recovery planning efforts.
- Examine community engagement opportunities during disaster recovery.
- Explore considerations for improving your community's pre-disaster recovery capacity.

## Activity 6.1: Case Study: Joplin

Refer to Visual: 3.



- 1 hour 30 minutes
- Table Groups
- Topics: Finances, Housing, COAD, CART, and Catalytic Recovery Efforts
- Report Out: 3-5 minutes

**ACTIVITY 6.1 Case Study: Joplin, MO****Purpose**

The purpose of this case study is to provide an illustrative example, so that participants can analyze the case study in order to accomplish the following:

- Identify capabilities and challenges related to implementation of disaster recovery planning efforts.
- Identify community engagement opportunities during disaster recovery.
- Identify considerations for improving your community's pre-disaster recovery capacity.

**Activity****Directions**

1. The Joplin, Missouri Case Study was assigned as an evening reading on the first day of class. You should be somewhat familiar with this case study already.
2. Your table group will be assigned one of the 5 topics on the following pages.
3. Working in your table group, review your assigned section of the Joplin, Missouri Case Study. You will have 30 minutes for group discussion.
4. Following group discussion, one or more members of your group will be asked to present a 3-5 minute presentation summarizing your responses to your assigned questions.
5. Your instructor will lead a class discussion following the activity on how a community can develop pre-disaster capacity.

## **ACTIVITY 6.1 Case Study: Joplin, MO**

### **Topic 1: Context of Recovery - Finances**

The Joplin Missouri Case Study indicates that at six months post disaster, the city was at a crossroads with difficult decisions ahead regarding how to apply millions of dollars in state and federal redevelopment grants, tax incentives and philanthropic donations.

1. Discuss considerations and strategies for moving the recovery forward.
2. What challenges might be anticipated?
3. How can these challenges be minimized?
4. What is the implementation strategy?

## **ACTIVITY 6.1 Case Study: Joplin, MO**

### **Topic 2: Summary of Major Damages/Losses - Housing**

Housing recovery is a huge issue for the long term recovery of Joplin. The case study indicates residents have been displaced. 4000 of these residents are low income. Rental units suffered disproportionate destruction.

1. Discuss considerations and strategies for moving the housing recovery forward.
2. What challenges might be anticipated?
3. How might these challenges be minimized?
4. What is the implementation strategy?

## **ACTIVITY 6.1 Case Study: Joplin, MO**

### **Topic 3: The Context of Recovery - COAD**

The Joplin Missouri area had a well-established association known as the Jasper County Community Organizations Active in Disasters (COAD). Review the Case Study to determine the following:

1. How does the COAD integrate into the overall recovery effort?
2. What challenges might be anticipated? How can they be minimized?
3. What strategies might be implemented to ensure maximum coordination and collaboration among the COAD, local government and members of the community?



## **ACTIVITY 6.1 Case Study: Joplin, MO**

### **Topic 4: Citizens Advisory Recovery Team (CART):**

The Citizens Advisory Recovery Team or “CART” process refers to a planning process for long term recovery that was implemented within a month following the Joplin tornado.

1. How does the CART integrate into the overall recovery effort?
2. What challenges might be anticipated? How can they be minimized?
3. What strategies might be implemented to ensure maximum coordination and collaboration among the CART, local government and members of the community?

## **ACTIVITY 6.1 Case Study: Joplin, MO**

### Topic 5: Catalytic Recovery Efforts

Within days of the tornado many different elements among the Joplin community made critical decisions that had a significant impact on the course of the recovery.

1. What were the key elements/actions that led to the successful recovery during the first six months following the Joplin tornado event?
2. What leadership strategies/actions would be necessary to make this effort successful?
3. What should be done during a pre-disaster recovery planning process to ensure the necessary elements are in place?

## Unit Summary

Refer to Visual: 4.

Are you now able to:

- Analyze capabilities and challenges related to implementation of disaster recovery planning efforts.
- Examine community engagement opportunities during disaster recovery.
- Explore considerations for improving your community's pre-disaster recovery capacity.

# **Unit 7:**

# **Course Conclusion**

## Scope

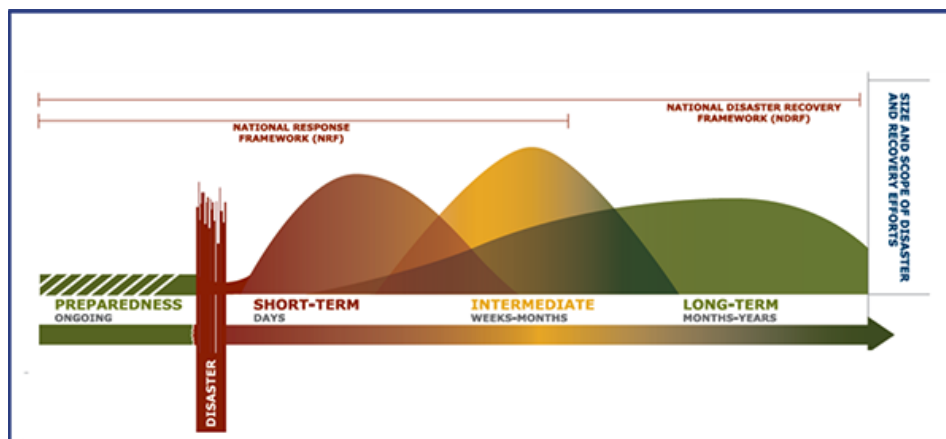
- Course Summary and Final Comments
- Post-Course Assessment
- Conclusion

## **Unit 7: Course Conclusion**

Refer to Visual: 1.

# Course Summary and Final Comments

Refer to Visual: 2.



## Post-Course Assessment

Refer to Visual: 3.





## Final Course Evaluation

Refer to Visual: 4.

Please complete the final evaluation form for this course.  
Give us your suggestions for improvement, and help us refine this material for the students who will take this program after you.



## **Conclusion**

Refer to Visual: 5.

L205 Recovery from Disaster: The Local Government Role