

Session 4

Holistic Disaster Recovery: Creating a More Sustainable Future

Stakeholders and their Roles in Recovery

Time: 3 hours

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Objectives:

- 4.1 Identify and discuss the roles of local, state, and federal government agencies and officials**
 - 4.2 Identify and discuss the roles of disaster victims**
 - 4.3 Identify and discuss the roles of the media**
 - 4.4 Identify and discuss the roles of business and corporations**
 - 4.5 Identify and discuss the roles of university and research institutions**
 - 4.6 Identify and discuss the roles of non-profit agencies and emergent community organizations**
 - 4.7 Identify and discuss the roles of contractors**
 - 4.8 Identify and discuss the roles of associations and collaborative partnerships**
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Scope:

The disaster recovery process involves an array of stakeholders, including individuals, groups and organizations impacted by disasters and those whose job it is to assist them. Stakeholders may be directly or indirectly affected by disasters and their roles in recovery can change over time.

Broadly speaking, stakeholders can be categorized as follows:

- Local, State, and Federal Government Agencies and Officials;
- Citizens;
- Media;
- Businesses and Corporations;
- University and Research Institutions;
- Non-profit Agencies and Volunteers and Emergent Community or Regional-level Organizations;
- Contractors; and
- Associations and Collaborative Partnerships.

This session is intended to introduce the roles of stakeholders in recovery and discuss how groups interact in the post-disaster environment. Sessions 5, 6 and 7 will further explain the roles of stakeholders in recovery, how these roles may change over time and finally, provide a framework that helps to explain the nature of this interaction.

Readings:

Student and Instructor Readings:

Beauchesne, Ann. 1998. *A Governor's Guide to Emergency Management*. Washington D.C.: National Governor's Association.

Drabek, Thomas and Gerald Hoetmer, Eds. 1991. *Emergency Management: Principles and Practice in Local Government*. Washington D.C.: International City Management Association. Perspectives and Roles of the State and Federal Governments. Pp. 101-127.

Nelson, Laura. 1997. *Emergency Management: A Legislator's Guide*. Denver Colorado: National Conference of State Legislatures.

May, Peter J. 1985. FEMA's Role in Emergency Management: Examining Recent Experience. *Public Administration Review*, Vol. 45. pp. 40-48.

Tierney, Kathleen, Michael Lindell and Ronald Perry. 2001. *Facing the Unexpected: Disaster Preparedness and Response in the United States*. Washington, D.C.: Joseph Henry Press. Chapter 3: Moving Into Action: Individual and Group Behavior in Disasters. Pp.81-120.

Objective 4.1 Identify the Roles of Local, State and Federal Government Agencies and Officials

(Slide 4-2)

Remarks:

- The provision of aid following a disaster is seen by many as being delivered by federal, state and local government officials working in a number of key agencies or departments.
- While federal, state and local agencies play a key role in recovery, the degree to which each contributes to the process varies depending on the type and scope of the disaster.
- Federal agencies, for example, may provide large sums of funding and technical assistance to states, local governments and disaster victims post-disaster.
- This assumes that a disaster has reached the required threshold to trigger federal aid, when, in fact, most events do not reach this level of severity.
- Similarly, the role of state agency officials depends on the nature of the event. If a federal disaster declaration occurs, officials work directly with both federal and local officials to coordinate the recovery effort.
- A state may declare a state-level disaster, which enables the release of state resources to aid local governments and individuals.
- Local officials, generally speaking are the most likely to experience a disaster. That is, all disasters are local.
 - **According to a survey produced by the National Emergency Management Association:**
 - 4,783 local disasters required ‘substantial’ state assistance;
 - 915 of these (19%) became state-declared disasters;
 - 49 of these (1%) received a federal declaration (NEMA 1998).

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Local Emergency Management

- Historically, most local emergency managers have focused their efforts on preparedness and response activities associated with localized emergencies and larger disasters.
- In many cases, local Emergency Medical Technicians, Fire Chiefs, or Police Chiefs, have been assigned the role of local emergency management coordinator, in addition to their primary duties, which traditionally emphasize a response orientation. This is particularly true in smaller municipal jurisdictions.
- Disaster recovery tends to involve a range of local government officials, many of whom may not be aware of the local emergency managers multiple roles.¹
 - In the past many local emergency managers did not get involved in local government issues associated with planning, economic development or public infrastructure decision making.
 - A study conducted by Kartez and Faupel (1994) indicated a very low level of coordination between local planning and emergency management departments.
 - Limited interaction can hinder recovery efforts, particularly in those situations in which communities must decide how to rebuild following a major event.
 - Long-term recovery measures are typically decided by department officials located outside of emergency management.
 - Recovery and reconstruction following a disaster may involve local planners, public works officials and economic development specialists, to name a few.
 - The failure to involve those who often have the most intimate knowledge of past events and local vulnerabilities, can limit recovery options. In many cases, local officials must learn recovery programs and sources of aid in the post-disaster environment.

¹ Historically, local emergency managers have tended to focus on more of the short-term recovery tasks, including the provision of adequate shelter and conducting post-disaster damages assessments, whereas grants administration, recovery planning and the reconstruction process is usually assigned to a local grants administrator, planner and building inspector, respectively.

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Local Government Departments and Officials Involved in Recovery

- When a disaster strikes, the entire community can be affected.
- Therefore, the officials responsible for the provision of public services are often involved in some aspect of recovery.
- Depending on the breadth of impact, local officials who would otherwise not be involved in emergency management-related duties are often pulled into the recovery effort.
- Smaller events, including emergencies, are typically handled by emergency management officials, including police and fire fighters. Larger events, including local, state and federally declared disasters, require a broader array of technical assistance.
- Individuals and departments tasked with emergency management-related duties, such as fire and police departments are often more experienced in addressing emergencies rather than disasters (refer back to Session I for a description of the difference between emergencies and disasters).
- Department officials may be called on to offer technical assistance based on their job duties. In addition, departmental staff may be asked to provide recommended actions or policy changes that may be highly political.
- Elected officials may be called upon to change existing governmental policy.

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Local governmental functions are listed below, including a brief description of the stakeholders involved and their roles in recovery.

- **City Manager:** The City Manager typically serves as the individual who oversees the overall recovery and reconstruction effort, including the coordination of operations.
 - Duties may include the hiring of contractors to assist in specific aspects of recovery.
 - The City Manager is often responsible for reporting the status of the recovery effort to the general public, the Mayor and City Council.

- Requests may be made to the Mayor and City Council to address identified problems that require a change in policy or the input of elected officials.
 - Examples may include seeking a bond referendum to obtain additional funds to cover local recovery costs or the decision to implement a temporary building moratorium.
- **Finance:** The Finance Department typically serves as the entity responsible for tracking disaster-related expenditures.
 - The Finance Department must accurately document expenditures in order to be reimbursed for eligible expenditures by the federal government during a federally declared disaster.
 - Since not all post-disaster expenditures are reimbursable, the effective tracking of costs incurred allows the City Manager to determine how non-reimbursable costs will be paid.
 - Finance department officials may coordinate the development and financial tracking of grant applications for hazard mitigation and recovery grant programs.
- **Public Works:** The Public Works Department assesses damages to public infrastructure and identifies the means to repair it.
 - Early recovery efforts involve restoring public water and sewer service.
 - Monitoring the reconstruction of damaged infrastructure.
- **Planning:** The Planning Department may be tasked with developing a disaster recovery plan, assisting in the development of post-disaster grant applications and disseminating information regarding post-disaster assistance.
 - Post-disaster reconstruction efforts may require the identification of suitable sites for relocated public facilities and neighborhoods in accordance with the local comprehensive land use plan.²
- **Police:** The Police Department is typically charged with assisting individuals as needed and protecting public and private property.

² The use of comprehensive land use planning varies widely across the United States. However, of those municipalities who engage in land use planning, it stands to reason that they are more likely to recognize the connection between post-disaster recovery, reconstruction and land use than those jurisdictions that do not.

- **Fire:** The Fire Department may be involved in initial search and rescue activities as needed, suppressing fires that result from the event, and assisting state and local emergency management officials conduct preliminary damage assessments.
- **Building Inspector's Office:** Building inspectors are usually tasked with assessing damages to homes and other community property, including the determination of habitability or whether a home is substantially damaged.
- **Local Floodplain Administrator:** During a flood-related disaster, the Local Floodplain Administrator may:
 - Assess the type and degree of damages sustained;
 - Assess the accuracy of existing Flood Insurance Rate Maps;
 - Notify homeowners located in the floodplain of their options regarding:
 - Filing flood insurance claims;
 - The acquisition or elevation of their home using mitigation grant funding; and
 - Repairing or rebuilding their home in conformance with existing building requirements.³

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Locally Elected Officials

- Locally elected officials are responsible for representing their constituents.
- A disaster affects people in the most elemental manner, damaging property and causing physical, emotional and economic impacts.
- Elected officials often become strong advocates for local disaster victims.
- Decisions must be made that affect the distribution and types of assistance provided to differing segments of the community.

³ The National Flood Insurance definition of substantial damage is reached when greater than 50% of the pre-event value of a structure is damaged. If a structure located in the floodplain is determined to be substantially damaged, and the jurisdiction in which the structure is located participates in the National Flood Insurance Program, the structure must be rebuilt in accordance with the standards found in their Local Flood Damage Prevention Ordinance. For additional information regarding National Flood Insurance Program requirements, see <http://FEMA.gov>.

- Obtaining recovery assistance is linked, in part, to the access to and use of political power.
 - Locally elected officials can play an important role in publicizing community needs and using political measures to obtain what they believe is needed by their constituency.
 - Approving or denying proposed policy changes.

Locally elected officials may include:

- Mayor;
- City or Town Council Members; and
- County Judge

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State Emergency Management

Each state maintains an **Emergency Management Agency**, whose duties include preparing for, responding to, recovering from and mitigating against hazards and disasters. All states are required by state and federal law to develop an **Emergency Operations Plan** which guides the initial response and early phases of the recovery effort, including the designation of state and local roles and responsibilities.

General roles of a State Emergency Management Agency include:

- The establishment and maintenance of an emergency management program that addresses preparedness, response, mitigation and recovery actions, policies and programs.
- The coordination and training of state agencies and local government officials to aid in response and recovery efforts. Typically states form an Emergency Response Team and assign training duties to state staff in order to accomplish this task.
- Providing recommendations to the governor as to whether a local event warrants a state of emergency.
 - If the disaster is of a sufficient size, the State Emergency Management Agency may recommend to the governor that a request for a federal disaster declaration be submitted to FEMA.

- The provision of technical assistance and funding to support local preparedness efforts.
- The coordination of state and federal resources (if any) in the pre and post-disaster environment.
- Serving as the intermediary between local governments and federal agencies following federal disaster declarations, providing pre and post-disaster training and technical and financial assistance.
- The state plays a strategic role in assessing the needs of local governments and identifying the types of resources that may be available at the state or federal level to adequately address these needs.

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- **State assistance provided to local governments may include the following:**

Direction, control, and dispersal of resources;

Warning and communication functions;

Public information;

Training and technical assistance;

Sheltering and mass care;

Evacuation planning and implementation;

Law enforcement;

Damage assessments (including housing, public buildings, power and public infrastructure); and

Hazardous materials (identification and assessment, emergency response, cleanup and radiological monitoring).

*Modified from the text, **Emergency Management: Principles and Practice for Local Government 1991, Chapter 5. Perspectives and Roles of the State and Federal Governments, pp. 101-127.***

- In most states, the emergency operations plan does not comprehensively address long-term recovery issues.
- During local and state-declared disasters, State Emergency Management Agencies focus their efforts on the coordination and provision of state resources.
- These efforts tend to emphasize response-related duties rather than long-term recovery objectives.
- In most cases, local governments and disaster victims assume the costs of clean up and reconstruction.
- More recently, an increasing number of states are initiating state disaster aid programs to cover costs such as debris management, infrastructure repair and some hazard mitigation-related programs.
- At the state-level, federally declared post-disaster recovery activities tend to focus on serving as a technical and financial intermediary between FEMA and local governmental recipients of assistance and funding.
- The provision of technical assistance is focused on grants management-related oversight. Very few states engage in or assist local governments with post-disaster recovery planning.

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Governor

Note: The instructor may refer to *A Governor's Guide to Emergency Management*. 1998. National Governor's Association. Identifying State Emergency Powers, Roles and Responsibilities, pp. 13-16.

- Under what is typically referred to as an “emergency powers” provision, state law requires governors to undertake preparedness, response and recovery activities.
 - In most cases, the broad roles and responsibilities of the Governor and the state emergency management agency are described.
- The powers of a Governor are particularly high following a state declared emergency or disaster.
- A key role assumed by the Governor is to request a federal disaster declaration on the advice of state and federal officials, should disaster impacts reach a specified threshold.

- This request is submitted through the appropriate FEMA Regional office to the Director of FEMA. In turn, the FEMA Director makes a recommendation to the President who approves or denies the request.
- Following a presidential disaster declaration, the Governor has available to his or her state the support of FEMA and the cadre of federal agencies identified in the Federal Response Plan.
- **Generally speaking, most state laws, referred to as the emergency management or civil defense act, enable the Governor to take the following actions:**
 - Mobilize the National Guard to provide aid, protect lives and property, deploy resources, and control civil unrest;
 - Require the evacuation of at-risk populations, particularly those in designated disaster areas;
 - Establish evacuation routes and the means of acceptable transportation;
 - Establish curfews or limit the return of citizens to highly impacted areas (e.g. collapsed buildings, barrier islands following coastal storms);
 - Possess or temporarily use private property to assist in response and recovery activities;
 - Authorize the use of state funds to aid in recovery;
 - Suspend state statutes, such as the temporary relaxation of environmental regulations or relaxing weight limits on trucks carrying debris away from disaster areas;
 - Enter into mutual aid agreements with other states; and
 - Delegate authority to the state Director of Emergency Management, typically referred to as the State Coordination Officer.
- In addition to the more formalized roles listed above, the Governor often serves as an individual who seeks to assure disaster victims and make sure that the overall response and recovery operations run as smoothly as possible.
 - This requires regular interaction with the media in order to convey desired messages.

- Governor's may actively lobby members of their state Legislature, Congressional delegation, the Director of FEMA, or even the President, seeking additional state or federal assistance.
- The success of a Governor achieving these aims is closely aligned with their political power and relationships with high ranking state and federal decision makers.

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State Legislature

The following recommendations have been amended from *Emergency Management: A Legislator's Guide. 1997*. In many cases states have begun or are currently doing many of the items suggested below.

- Order an assessment of natural and human-caused hazards to determine if hazard mitigation measures are being incorporated into decisions and actions affecting land use, housing, economic development, and public infrastructure at the state and local level.
- Create a disaster trust fund that can be used to assist the state, local governments and disaster victims to prepare for, mitigate against, respond to or recover from the effects of disasters.
 - Existing trust funds have been used to craft state disaster assistance programs, assist with the non-federal cost share following federally declared disasters and supplement federal recovery programs.
- Encourage or require the state to join and actively participate in the Emergency Management Assistance Compact (see objective 4.8).
- Assess the level of state preparedness, training activities and programs via the participation in the National Emergency Management Association Accreditation Program.
- Evaluate recovery and mitigation programs that promote more sustainable building and site design practices that take into account identified hazard risks.
- Establish a State-level Emergency Response Team that is comprised of state agencies and departments. Encourage state agencies to develop response and recovery capabilities.
- Create incentive programs for businesses and homeowners to construct and retrofit buildings to more effectively withstand the impacts of identified hazards.

- Encourage the public school system to teach disaster awareness in schools.

In addition, members of state legislatures may undertake the following actions:

- Pass state budgets that may include funding for emergency management-related duties, including state-level recovery programs and policies;
- Appropriate state funding to meet non-federal match requirements of disaster assistance grant programs;
- Establish post-disaster recovery commissions tasked with the assessment of state and local recovery capabilities and the creation of specific recommendations for improvement;
- Adopt or amend state emergency management enabling legislation, including the creation of state disaster declaration criteria and related aid programs; and
- Lobby members of Congress to appropriate federal assistance or pass federal laws that address emergency management.

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Federal Emergency Management

At the federal level, disaster assistance flows through the **Federal Emergency Management Agency (FEMA)**.

- FEMA is the lead federal agency tasked with the coordination of aid following a federally-declared disaster.
- Other federal agencies, including the Corps of Engineers, National Oceanic and Atmospheric Administration, Housing and Urban Development, and others may be tasked by FEMA to assist in recovery.

The **Federal Emergency Response Plan** outlines the approach taken by FEMA and federal agencies assigned response and recovery duties. **The federal Emergency Response Team, deployed following disasters, is led by a Federal Coordinating Officer (FCO), who oversees the staff coordinating:**

- Public information;
- Congressional liaison;
- Community liaison;
- Outreach; and
- Donations.

In addition, five groups report to the FCO. They include:

- Administration and Logistics;
- Information and Planning;
- Response Operations (including Emergency Support Function's #'s 1 – 4 and 6-12);
- Recovery Operations; and
- The Defense Coordinating Officer (DCO), who provides military support (primarily air and logistics support) as needed to the FCO and Emergency Support Functions (ESF's).

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Emergency Support Functions

Federal agencies are often assigned to support FEMA, and take on various roles that fall within 12 **Emergency Support Functions** (ESF's). Depending on the nature of the disaster, all or a combination of ESF's may be deployed. **The ESF's include:**

ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Fire Fighting
ESF 5	Information and Planning
ESF 6	Mass Care
ESF 7	Resource Support
ESF 8	Health and Medical
ESF 9	Urban Search and Rescue
ESF 10	Hazardous Materials
ESF 11	Food
ESF 12	Energy

- As discussed in Session 2, post-disaster response activities are initially undertaken at the local level.
- As impacts and needs are identified, they are relayed to the State Emergency Management Agency or addressed locally.

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- If the event warrants state assistance, activities are coordinated at the **State Emergency Operations Center (EOC)**. During initial response efforts, FEMA staff may co-locate at the State EOC.
- Long-term recovery duties are assumed in a **Disaster Field Office**, and if necessary, a **Disaster Recovery Operations Center**.
- **The federal Disaster Recovery Operations group, comprised of Individual Assistance, Public Assistance, and Hazard Mitigation staff, begins to:**
 - Assess recovery needs (with the support of Information and Planning);
 - Determine the level and type of damages; and
 - Implement recovery programs if a federal disaster declaration is obtained.⁴ The identification of needs, identification of damages and implementation of recovery programs are undertaken by a team of federal, state and local officials.

Federal recovery practices emphasize the provision of federal funding and technical assistance to states, local governments and disaster victims. **The primary funding programs through which recovery assistance flows include:**

- Individual Assistance;
- Public Assistance; and
- Hazard Mitigation Grant Program

Funding and overall program management for the Individual Assistance, Public Assistance and the Hazard Mitigation Grant Program is provided by FEMA. A detailed description of each program will be provided in Session 5. While the type and amount of funding available following a federal disaster varies, the three programs represent the majority of federal assistance.

⁴ Federal roles continue to change over time, from an approach that initially emphasized civil defense-related activities during the cold war, to a broader all-hazard emphasis. Recently, in the post September 11th environment, the federal government has undertaken a massive reorganization to confront the threat of domestic terrorism. These actions, in turn, will affect the roles and responsibilities of state and local emergency management agencies.

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A wide array of additional recovery programs are available post disaster and administered by a range of federal agencies including:

- Small Business Administration;
- US Army Corps of Engineers;
- Department of Housing and Urban Development;
- National Oceanographic and Atmospheric Administration; and
- Economic Development Administration.

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Federal disaster assistance programs address housing, economic development, business needs, farm losses, mental health needs, counseling, food, and legal needs following a disaster.

- *The Federal Response Plan does not, however, focus on how to effectively coordinate the programs, funding sources or technical assistance to produce a long-term approach that includes planning for post-disaster sustainable recovery. This issue will be discussed throughout the course.*
- The limited emphasis placed on actual pre and post-disaster planning is also found at the state and local level.
 - The lack of proactive planning, which represents a fundamental weakness in the recovery process, will be discussed in Sessions 8 and 11.⁵

⁵ The over reliance on the provision of funding rather than building long-term state and local capability, including an emphasis on pre-disaster mitigation and recovery planning, has resulted in state and local post-disaster dependencies on the federal government and an expectation among disaster victims that they will be assisted regardless of personal decisions that may include living in known high-hazard areas. This issue will be addressed in later sessions.

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Congress

Members of Congress play an important role in making laws, including the appropriation of federal disaster assistance that directly affect state and local recovery. **Specific duties may include:**

- Passing legislation that directs federal dollars to the Disaster Relief Fund. The fund represents the means by which the federal government pays for disaster assistance associated with federally-declared disasters.
- Congress routinely approves supplemental appropriations following disasters when local and state needs are deemed to exceed that provided under the Stafford Act.
 - Following major disasters, which trigger federal assistance under the Stafford Act, Congress may authorize special emergency aid to states to further assist in recovery.
 - Members of Congress who represent districts and states that have been impacted often seek additional federal assistance.
 - Disaster victims, local government and state officials, including the Governor, lobby their Congressional delegation for this type of additional assistance.
- In addition to helping constituents, members of Congress recognize that in order to obtain passage of supplemental appropriations, they must rely on one another to secure the votes necessary for the passage of bills that they personally support.
- As a result, disaster supplemental appropriations have become a regular part of the disaster recovery process.
 - In his book, *Disasters and Democracy: The Politics of Extreme Events* (1999), Rutherford Platt argues that federal payouts to states, local governments and disaster victims have become viewed as an entitlement.
 - At the same time, disaster costs continue to grow over time as populations increase in known high hazard areas.
 - As public expectations regarding assistance and costs associated with disasters continue to rise, Stafford Act programs are increasingly supplemented by Congressionally-backed appropriations.

Objective 4.2 Identify the Roles of Citizens

Remarks:

One could argue that citizens, particularly disaster victims, have the greatest stake in the recovery process given that disasters affect them directly.

- Furthermore, decisions made by others, including government officials, non-profit agencies, emergent groups, and other institutions, affect the ability of victims to recover economically, psychologically and physically.
- Disaster victims – particularly those that take on the role of advocate – can shape federal, state and local policy. This will be discussed further in the section on emergent groups.

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While aid is often provided by others, choices made by individuals and families also shape how recovery occurs. **Factors affecting the ability of disaster victims to recover include:**

- Level of pre-disaster vulnerability⁶;
- Access to resources, including information, money and social and psychological support;
- Level of pre-disaster preparedness; and
- The capability of those tasked with recovery assistance to provide necessary services.

⁶ A disaster victim's vulnerability is closely linked to social, physical and economic factors, which will be discussed in greater detail in Sessions 6 and 8.

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Disaster victims may possess many of the following characteristics:

- Homeowner;
- Renter;
- Homeless;
- Business owner;
- Employee;
- Vacationer; or
- Local government official tasked with helping others.

The search for assistance can prove extremely complex.

- For example, an individual homeowner may rent properties to others in the community, including seasonal visitors, employ several local residents, and work in local government.
 - When a disaster strikes, disaster victims may be affected in multiple ways beyond the direct damages that are sustained to their home or community.
- Research has shown that disaster victims are extremely resourceful, often relying on one another for immediate assistance (Tierney, Lindell and Perry 2001, p.110).
- Disasters have a way of bringing people together, many of whom may not have interacted in the past.
- The ability to share common experiences, particularly as a group, can result in the formation of bonds that did not exist prior to the event.
 - For example, disasters frequently result in the temporary disruption of public services, particularly the provision of electricity.
 - Hurricanes, which strike during the hot summer and early months of fall, typically cause power outages, resulting in large numbers of residents spending more time outdoors amongst their neighbors.

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Specific roles of citizens and disaster victims during recovery may include:

- Assisting others, particularly the injured, elderly, or those less able to help themselves;
- Participating in a community or neighborhood-level disaster preparedness group;
- Volunteering with disaster relief organizations, including those who may assist with reconstruction;
- Providing information to other victims or response and recovery agencies regarding the missing or localized disaster impacts;
- Investigating disaster assistance eligibility; and
- Applying for disaster recovery assistance.

Supplemental Consideration: The instructor should ask students to compare the response-oriented findings of Tierney, Lindell and Perry (2001) in Chapter 3, Moving into Action: Individual and Group Behavior in Disasters, with those actions undertaken by similar groups during recovery as identified in the class lecture and assigned readings. Are the findings of the authors applicable to actions taken by individuals and stakeholder groups during recovery? If not, how do they differ? Students should provide specific examples of similar or differing behavior. **Note:** This question may be posed at the end of this session.

Objective 4.3 Identify the Roles of the Media

Remarks:

The primary aim of the media is to disseminate information. However, the media marketplace necessitates the production of “newsworthy” material. Disasters represent highly newsworthy topics in all media markets. Stories of human suffering, strong visual images, the impacts of natural, technological or terrorist acts, and potentially exposing weaknesses among ill-prepared governments, are all examples of events that draw significant public interest.

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The media rely on a variety of means to disseminate information, including:

- Print (newspapers, magazines, journals, etc.);
- Radio;
- Television and;
- The internet.

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Key factors to consider include:

- In the context of disasters, the media provides a crucial means to inform a large number of people who are searching for information to assist in making important decisions, including those that affect their safety or economic well being.
- The media can elicit strong emotions among stakeholders. By highlighting specific damages in a particular community, other affected disaster victims can become frustrated with the apparent lack of concern for their well being.
- Emergency managers can become highly agitated when information distributed by the media proves inaccurate or news coverage highlights the failure of emergency managers to meet the needs of disaster victims in a timely and effective manner.
- Conversely, the media can play an important role in recovery by uncovering issues that should be addressed and areas of weakness within the recovery system. This can lead to improved capabilities among stakeholder groups, including individuals, and local, state and federal agencies to aid in the recovery effort.

Additional issues include:

- In order to effectively convey information to disaster victims and the general public, the media should have a basic understanding of the disaster recovery process.
 - Disaster recovery is often misunderstood by the media. In many cases, the media are unfamiliar with common emergency management terminology and the steps involved.

- Disaster recovery is a complex, relatively slow process.
 - In the case of a federally declared disaster, the array of grant and aid programs vary in terms of their delivery mechanisms and the time it takes to provide associated services.
 - Eligibility determinations frequently cause widespread confusion and anger among disaster victims and local governments.
 - In the case of state or local emergency declarations, assistance may be limited to initial response efforts, while reconstruction and recovery efforts vary widely among local governments and states.
- Coverage of these events without a proper understanding of the broader context can actually hinder the overall recovery process. Inaccurate reporting forces emergency managers to react to the media rather than focusing on the tasks at hand.
- Conversely, an accurate report of problems encountered can alter the disasters **salience** among politicians, decision makers and volunteers, potentially resulting in a rethinking of how resources are allocated, a change in existing policy, or proactively preparing for the next event.
 - For example, news reports that highlight suffering and damages sustained during an event that does not meet the requirements of a federally declared disaster may result in the state or local government developing local disaster assistance programs.

The following rules of thumb and roles of the media have been drawn from the FEMA Emergency Management Institute Higher Education Course, Political and Policy Basis of Emergency Management, Session 17. The Media, pp. 214-216.

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The local media:

- Focus on the local effects of the incident;
- Concentrate on the details; and
- Tend to have better relations with local authorities than outside media.

The national media:

- Maintain interest in a disaster during the crisis and the immediate aftermath, unless the event is a major disaster, caused highly contentious issues, or resulted in highly innovative solutions;
- Provide general accounts of events with less attention to detail; and
- Often ask tougher questions of the authorities than the local media.

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Television media:

- Seek powerful visuals;
- Use short sound bites (often over disaster video images); and
- Are often influenced by broadcast times and schedules.

Radio media:

- Produce short reports;
- Pride themselves on the immediacy of the information they cover;
- Strive to be the first to report the story;
- Can quickly get authorities on the air;
- Are one of the most essential disaster warning tools available; and
- Are highly perishable once reported, unless taped.

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Print media:

- Are highly dependent on telephone linkages to transmit information to the publishing offices;
- Have different, if not fewer, time constraints than television or radio news media;
- Are able to provide more depth and background than television or radio news reports;
- Produce longer lasting archives and records of events; and

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Specific roles of the media may include:

- Supplying information and directions to the affected public;
- Disseminating information on preparedness, recovery, and to a lesser extent mitigation, following disasters;
- Stimulating volunteerism and donations;
- Stimulating increased participation among elected officials at the municipal, legislative and Congressional level;
- Disclosing the need for improvement in federal, state and local governmental response and recovery; and
- Withholding information that could be counterproductive or harmful to disaster victims or the overall recovery effort.

Objective 4.4 Identify the Roles of Business and Corporations

Remarks:

Businesses vary widely in terms of size, services provided, financial stability and location relative to hazards. Businesses here are broadly defined to include: small, medium and large businesses, including corporations.

- Small businesses are often the most vulnerable to the impacts of disasters.

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- A key factor leading to an increased level of vulnerability includes the failure to develop appropriate contingency plans. A **contingency plan** is intended to identify business vulnerabilities and the actions that should be taken before and after a disaster to minimize losses, particularly an interruption of business function. **Specific measures may include:**
 - Identifying an alternate site of operations should the current facility suffer damages;
 - Storing vital documents off site or in a secure location;
 - Purchasing an alternative energy source, such as a generator;
 - Identifying alternative suppliers and transportation routes should they be impacted by an event; and
 - Encouraging employees to develop a home disaster preparedness kit and protect their home from the impacts of prevalent hazards (i.e. mitigation).
 - Taking action before an event increases the likelihood that employees can quickly return to work following a disaster.

(Slide 4-33)

Medium and large businesses tend to be better prepared, although this varies greatly depending to a large extent on several factors:

- The degree of past disaster experience; and
- The commitment of top administrators to embrace the concept of disaster preparedness.
- Corporations tend to be the best prepared to deal with disaster, in part, because of the presence of risk managers who assess financial vulnerability, including the effect disasters may have on corporate profits (Dahlhamer and D'Souza 1997).
 - Corporations possess significant assets and a large workforce, many of which may be dispersed across a wide geographic area.
 - While a corporation may be better prepared, they tend to possess more resources at risk.⁷

(Slide 4-34)

The down time associated with disasters or other events is referred to as *business interruption*, and can have numerous negative impacts. Specific examples include:

- The loss of company revenue;
- The temporary or permanent loss of work (for employees, suppliers and distributors); and
- The economic impacts to a community, city or region, depending on the size of the affected business.
 - When businesses are not operational, employees, many of whom may be disaster victims, cannot get back to work.
 - While disaster victims may need to address immediate individual and family needs associated with the disaster, workers also need to get back to work, particularly those who may not maintain sufficient savings to survive temporary business closings.

⁷ The assessment of corporate risk is a major business, typically conducted by members of the insurance industry.

Considering the negative impacts a disaster can cause on a business and the surrounding community, business owners can play a major role in recovery. **The ability of businesses to rapidly become operational following a disaster can elicit several benefits including:**

- Serving as a tangible example of a community on its way to recovery;
- Individual disaster victims can return to work;
 - Providing personal income;
 - An infusion of cash into the local economy;
 - A diversion from tasks associated with immediate recovery at home; and
 - A broader sense of community renewal.
- In some cases, employers may reach out to disaster victims, particularly those employed by the company.
 - This can facilitate a strong sense of community pride and serve as an important element in the overall recovery process.
- Local government officials are often overwhelmed with the identification of victims needs, the administration of state or federal aid programs, and the physical reconstruction of their community, whereas businesses have more latitude to identify shortfalls and provide assistance directly, should they choose to do so.
- Business leaders may also take on the role of advocate, seeking to provide solutions to problems not readily identified or possible given the programmatic, political, or monetary constraints facing governmental agencies.
- Among the most powerful skills include a business leader's ability to persuade others, including other business leaders to take action.⁸

⁸ Project Impact, a FEMA initiative, begun in 1998 and discontinued during the Bush administration, sought to harness the ability of the private sector, including both small businesses and corporations, to aid in the development of a broad-based collaborative approach to reduce community-level hazards vulnerability.

Objective 4.5 Identify the Roles of Universities and Research Institutions

(Slide 4-35)

Remarks:

- Universities and research institutions can play an important role in recovery.
- Research findings are not effectively used by practitioners.
- Perhaps the greatest strength of research organizations, including institutions, hazard-specific research consortia or universities in general, are the ability of professors and graduate students to address complex research questions, whose findings can provide important lessons for the practitioner.
 - There remains a divide in the overall application of knowledge generated by researchers and practitioner who stands to gain from this effort. **This is due to three primary factors:**
 - Researchers tend to limit work done on applied research;⁹
 - The failure to publicize findings in a succinct and easily useable format for the practitioner; and
 - A disconnect between the research needs of the practitioner and those who conduct the research.

⁹ Most university systems tend to reward work done in “scholarly journals” that are recognized in a given research field. Journals of this type do not emphasize applied research nor are they typically used by the practitioner.

(Slide 4-36)

Specific roles of universities and research institutions include:

- Providing policy advice to practitioners;
- Conducting research to address identified problem or ‘gaps’ in the existing literature;
- Post-disaster data collection and analysis;
- Generating research reports or monographs at the request of government agencies;
- Teaching; and
- Training and mentoring future emergency management professionals.

(Slide 4-37)

Additional indicators of the growing influence of universities and research institutions include:

- An increasing number of Universities are offering courses on emergency management topics and developing emergency management degree programs.¹⁰
- A growing number of hazards management journals have been established, including:
 - International Journal of Mass Emergencies and Disasters;
 - Disasters;
 - Natural Hazards;
 - Natural Hazards Review;
 - Risk Analysis;
 - Disaster Management; and
 - Disaster Recovery Journal.

¹⁰ This course is representative of many being developed as part of the FEMA Higher Education Project. The Higher Education Project represents a sustained effort by FEMA to develop a series of college-level courses for the use of instructors across the country.

- **A growing number of University disaster and emergency management research, training and information centers have been established, including:**
 - California State University – Chico: Center for Hazards Research;
 - Charleston Southern University: Earthquake Education Center;
 - Clark University: George Perkins Marsh Institute, Center for Technology, Environment, and Development;
 - Colorado State University: Hazards Assessment Laboratory;
 - Florida International University: International Hurricane Center;
 - George Washington University: Institute for Crisis, Disaster and Risk Management;
 - Millersville University: Social Research Group;
 - New York Medical College: Center for Psychological Response in Disaster Emergencies;
 - Southwest Texas State University: The James and Marilyn Lovell Center for Environmental Geography and Hazards Research;
 - State University of New York at Buffalo: Multidisciplinary Center for Earthquake Engineering Research;
 - Texas A&M University: Hazard Reduction and Recovery Center;
 - University of Arkansas – Little Rock: Arkansas Center for Earthquake Education and Technology Transfer;
 - University of California – Berkeley: Continuing Education in Business and Management;
 - University of California – Berkeley: Pacific Earthquake Engineering Research Center and National Information Service for Earthquake Engineering;
 - University of California – Los Angeles: Center for Public Health and Disaster Relief;
 - University of California – Riverside: Emergency Management Programs;
 - University of Colorado – Boulder: Natural Hazards Research and Applications Information Center;
 - University of Delaware: Disaster Research Center;
 - University of Illinois and Urbana-Champaign: Mid-America Earthquake Center;
 - University of Louisville: Center for Hazards Research and Policy Development;
 - University of Maryland –Baltimore County: Emergency Health Services Department;
 - University of Memphis; Center for Earthquake Research and Information;
 - University of New Mexico: Health Sciences Center School of Medicine, Center for Disaster Medicine;
 - University of New Orleans: Environmental Social Science Research Institute;
 - University of North Carolina – Chapel Hill: Center for Urban and Regional Studies;

- University of North Texas: Emergency Administration and Planning Institute;
- University of Pennsylvania: Wharton Risk Management and Decision Process Center; and
- University of South Carolina: Hazards Research Laboratory.

Information modified from: Facing the Unexpected: Disaster Preparedness and Response in the United States. Kathleen Tierney, Michael Lindell and Ronald Perry. 2001 p. 239.

Objective 4.6 Identify the Roles of Non-profit Agencies and Volunteers and Emergent Community or Regional-level Organizations

Remarks:

Non-profit agencies, volunteers and emergent organizations have historically formed as a result of fulfilling a niche that is underrepresented or does not exist within local, state or federal government.

Non-profit Agencies and Volunteers¹¹

- In the context of disaster recovery, non-profit agencies have historically focused on the provision of aid to disaster victims.
- Non-profit agencies are also involved in actions associated with preparedness, response, and mitigation.
- More recently, non-profit agencies involved in disaster recovery have expanded to include social justice and environmental groups. In many cases non-profit agencies rely heavily on volunteers to staff positions, particularly following disasters.

¹¹ For additional information on non-profit agencies in emergency management, see the Emergency Management Institute Individual study course: *The Role of Voluntary Agencies in Emergency Management* (IS-288). The course can be accessed free of charge at <http://training.fema.gov/emiweb/IS/is288.asp>.

(Slide 4-38)

- **Among the services provided by non-profit agencies following disasters include:**
 - Provision of food and water;
 - Provision of clothing;
 - Mass sheltering;
 - Medical assistance, including the aged or disabled; and
 - Crisis intervention.

Two of the most widely known non-profit agencies frequently active following disasters include the American Red Cross and the Salvation Army.

(Slide 4-39)

Red Cross

- The American Red Cross, perhaps the most recognized of non-profit disaster aid agencies, is authorized by Congress to provide disaster services.
- The Red Cross is comprised of over 1.5 million volunteers working in over 1,300 chapters across the United States.
- American Red Cross chapters maintain Disaster Services sections responsible for providing assistance in defined geographic areas.
- Local chapters are the first to respond, requesting assistance from the State, region or national offices as necessary. **Specific Red Cross activities include:**
 - Certification and staffing of disaster shelters;
 - Provision of food and clothing to disaster victims;
 - Pre and post disaster community preparedness outreach efforts; and
 - Provision of educational service announcements.
- Specific information conveyed may include how to prepare a disaster supply kit, and more recently, hazard mitigation measures individuals can take to reduce the future impacts of disasters.

(Slide 4-40)

Salvation Army

- The Salvation Army is a non-profit agency, consisting of over 1,200 community chapters, 40 divisions and four territories. **Specific types of disaster assistance includes:**
 - The identification of missing persons;
 - The provision of food, clothing, furniture, medical supplies and crisis counseling; and
 - Assisting with the reconstruction of damaged housing. The Salvation Army maintains a memorandum of agreement with the Red Cross in order to improve coordination and avoid duplication of effort.

(Slide 4-41)

National Volunteers Active in Disasters

In addition to the American Red Cross and Salvation Army, a number of additional non-profit agencies exist, many of which are members of a larger group titled the **National Volunteers Active in Disasters** (NVOAD), which was formed following Hurricane Camille in 1969 in order to more effectively coordinate relief efforts among non-profits. Following disasters, the national or state chapter of VOAD convenes to assess the situation and coordinate the deployment of assistance. **Specific VOAD activities include:**

- Communication – disseminating information through electronic mechanisms, research and demonstration, case studies and critique;
- Cooperation – creating a climate for cooperation at all levels (including grass roots) and providing information;
- Coordination – coordinating policy among member organizations and serving as an advocate and a national voice;
- Education – providing training and increasing awareness and preparedness in each organization;
- Leadership Development – giving volunteer leaders training and support assuring effective state VOAD organizations;
- Mitigation – supporting the efforts of federal, state, and local agencies and governments supporting appropriate legislation;

- Convening Mechanisms – putting on seminars, meetings, regional conferences, training programs, and local conferences;
- Outreach – encouraging the formation of and giving guidance to state and regional organizations active in disaster relief.¹²

Current NVOAD members include:

- Adventist Community Services;
- The American Red Cross;
- The American Radio Relay League;
- The Ananda Marga Universal Relief Team;
- Catholic Charities USA Disaster Response;
- Christian Disaster Response;
- The Christian Reformed World Relief Committee;
- The Church of the Brethren General Board;
- Church World Service National Disaster Response;
- The Episcopal Church Fund for World Relief;
- Friends Disaster Services;
- Inter-Lutheran Disaster Response;
- The International Association of Jewish Vocational Services;
- The International Relief Friendship Foundation;
- Mennonite Disaster Services;
- Nazarene Disaster Response;
- The Phoenix Society – dedicated to providing psychological support to burn survivors and their families;
- The Points of Light Foundation – Partners in Disaster Response;

¹² For additional information about the National Volunteers Active in Disasters see www.nvoad.org/aboutphp.

- Presbyterian Church (USA) World Services;
- REACT International – providing communications support;
- The Salvation Army;
- Second Harvest National Food Banks;
- The Society of St. Vincent de Paul;
- The Southern Baptist Convention;
- The United Methodist Committee on Relief;
- Volunteers in Technical Assistance – providing telecommunications and information management systems support to emergency services;
- Volunteers of America; and
- World Vision

(Slide 4-42)

Environmental Groups

- Environmental groups have begun to play larger roles in recovery, questioning the environmental effects of disasters, particularly the impacts associated with residential, agricultural and industrial development in the floodplains across the United States.¹³
- Environmental groups have begun to apply the same techniques used to address other environmental concerns in the post-disaster arena.
- **Techniques commonly used to emphasize the opportunity to address environmental concerns following disasters include:**
 - Use of television, radio, magazines and newspapers as venues to voice their concerns;
 - Lobbying state legislatures and members of Congress; and

¹³ See the National Wildlife Federation's Higher Ground: A Report on Voluntary Property Buyouts in the Nation's Floodplains (1998) for more information on the environmental impacts of development in the floodplain. The document is representative of the growing role of environmental groups in the disaster recovery and mitigation policy dialogue.

- Seeking change in federal and state policy, regulations and laws that impact disaster recovery, particularly laws and disaster recovery programs that encourage development in known high hazard areas that are environmentally sensitive.

(Slide 4-43)

Supplemental Consideration: The instructor should assign students to research the activities of non-profit agencies and how they may compliment or contradict sustainable recovery. **Specific examples include:**

- The continued repair of at-risk homes to their pre-disaster condition, versus the education of homeowners regarding home preparedness and mitigation measures that can be adopted both before an event and during post-disaster reconstruction; or
- The attempt by environmental groups to discourage the reconstruction of intensive agricultural operations in the floodplain.

(Slide 4-44)

Emergent community or regional organizations

- Emergent groups can be broadly defined as those that are new, informal and lack tradition. According to Stallings and Quarantelli, “Emergent groups can be thought of as private citizens who work together in pursuit of collective goals relevant to actual or potential disasters, but whose organization has not yet become institutionalized.” (1985, p.94).
- In the context of disaster recovery, emergent groups often form in response to the perceived or actual failure of the existing relief system. Recovery programs and policies, including non-profit agencies and organizations never meet all needs of every disaster victim, group, or community. This is particularly true of those who do not understand how to solicit assistance.

Emergent groups may form as a result of three primary reasons:

- A group of individuals recognize that collective action is needed to obtain aid not available through traditional recovery programs;
- A group of individuals misunderstand existing assistance programs, policies and networks; or
- A group of individuals are responding to past disaster experiences where the type or amount of assistance desired was not provided.

(Slide 4-45)

The role of emergent groups and the proposed actions taken to achieve desired aims depend to some extent on whether the perceived lack of assistance is due to:

- The limitations of existing programs; or
- The failure of those responsible for program delivery.

Emergent groups are by nature, activist organizations. They seek to pursue what they believe to be legitimate objectives, often confronting those who they believe are withholding appropriate assistance. In other cases, emergent groups may form due to misinformation, including the failure to recognize that in some cases, assistance is less than expected or not available.

Stallings and Quarantelli identify three types of emergent groups. They include:

- Damage Assessment Groups;
- Operations Groups; and
- Coordinating Groups.

(Slide 4-46)

Emergent damage assessment groups tend to provide officials with early reports of damages, casualties and local needs. Specific activities may include:

- Search and rescue;
- Identification of damages;
- Immediate temporary repair of damaged homes and property; and
- Notifying professional response crews of damages and location of known vulnerable populations (e.g. the elderly, handicapped, injured).

Operations groups may form to address a variety of needs, including:

- Collect and distribute food, clothing and other supplies;
- Begin debris clean up efforts; and
- Notify the public and disaster officials of varied issues, messages and needs via ham radio or citizen band radio.

(Slide 4-47)

Coordinating groups tend to form in order to address cross cutting issues that necessitate:

- Developing a plan of action;
- Resolving disputes; and
- Addressing larger community problems.

(Slide 4-48)

The organizational structure of emergent groups tend to possess the following characteristics:

- Core membership tends to be limited. Small cadre of activists may stay involved throughout, whereas others may participate sporadically. Overall groups tend to be small in size, averaging around 100 members.
- Participation may vary based on individual needs and possession of relevant skills. Individuals may participate in order to address a personal need or if they can offer a unique service to the group.
- While a division of labor may exist, roles are not clearly specified.
- Leadership varies and may be based on the time available to take on these responsibilities, and the acquisition of necessary skills (e.g. established community leader such as a religious figure or expert in relevant field).
- Formal organizational elements, including written rules or by-laws, job descriptions, policies and long-range planning are typically not present.
- Groups may be short-lived, based in part on identified objectives.
- Emergent groups may change over time, becoming more or less formal as membership changes in composition and size. Recognition by other groups, including government agencies, can bolster their legitimacy and power.

(Slide 4-49)

Specific actions of emergent groups may include:

- Lobbying those in positions of power;
 - Identifying those in need of assistance;
 - Drawing public and media attention to perceived shortcomings of the system; and
 - Garnering support, including the building of coalitions to alter or circumvent the existing system to obtain desired aims.
-

Objective 4.8 Identify the Roles of Contractors

Remarks:

Following a disaster, contractors play a vital role in assisting states and local governments recover. Local, state and federal governments contract a significant percentage of recovery work to engineering, architectural, construction, and planning firms. Work may include traditional design and construction jobs or more specialized tasks done by firms who specialize in disaster recovery services.

(Slide 4-50)

Specific tasks commonly performed by contractors include:

- Debris management;
- Implementation of post-disaster grant programs;
- Repair or reconstruction of damaged or destroyed housing, infrastructure and public buildings;
- Recovery planning;
- Elevation or acquisition and relocation of homes; and
- Post disaster training of federal, state and local officials.

(Slide 4-51)

Debris management tasks may include the overall coordination of the operation as well as the physical removal of debris to a collection site or landfill.

- Differing types of debris vary depending on the type of disaster. For example, following an ice storm, debris is composed primarily of vegetative material. A wind event, such as a hurricane or tornado may result in downed trees and construction debris. Flooding causes housing and business content damages that must be removed and cleaned, or taken to the landfill.

Implementation of post-disaster grant programs are often contracted to private firms due to their time consuming nature, the difficulty of implementation, and the lack of local government experience.

- As a result, contractors have carved out a niche market, many of whom are former FEMA and state emergency management employees. Tasks may include assisting local governments determine grant eligibility, writing federal grants and the implementation of those grants.

(Slide 4-52)

Repair or reconstruction of damaged or destroyed housing, infrastructure and public buildings following a disaster requires the assistance of architectural, construction and engineering firms to undertake these types of projects.

- Depending on the nature of the damage and the type of structure impacted, a combination of expertise may be required.
 - For example the skills necessary to reconstruct a home that was damaged or destroyed differs from the repair and or replacement of infrastructure such as a bridge or waste water treatment plant. In the latter cases, architectural and engineering firms are required.

Recovery planning has not been undertaken by the majority of local governments across the United States. When a disaster strikes, governments are often unprepared to confront the array of duties required to affect a successful recovery.

- In many cases, local governments seek assistance to develop a plan of action that guides the overall recovery process.
- Implementation of plan recommendations.

(Slide 4-53)

Elevation or acquisition and relocation of homes are frequently conducted by house moving companies as part of their day to day business activities. Following a disaster, these companies are often hired to perform these duties.

- However, the elevation, acquisition and possible relocation of homes following federally declared disasters are done with federal funds that have a variety of specific eligibility constraints and programmatic requirements.
 - In these instances, house moving firms may serve as a subcontractor to a firm skilled in grants management or engineering, or report directly to local government officials assigned to manage the project.
 - A range of legal, environmental, public health and other issues must be addressed to effectively implement the program. Issues may include, for example:
 - Identifying multiple heirs to the property, should they exist;
 - The surveying of property lines;
 - The identification of potential asbestos, should the home be elevated, demolished or relocated; and
 - The identification of possible underground storage tanks.
 - Given project complexity, local governments often hire firms experienced in the administration of this type of project.

Post disaster training of federal, state and local officials typically occur in the Disaster Field Office, the Disaster Recovery Office or in the field as a means to better equip the large numbers of federal, state and local officials who possess varied levels of training and actual post-disaster experience.

- Large-scale disasters often require a significant mobilization of personnel, including those with limited experience.
- FEMA maintains a pre-existing contract with firms who stand ready to assist in the training of FEMA, state and local officials across a range of post-disaster services.¹⁴

¹⁴ FEMA relies on a series of federal contracts, including the Hazard Mitigation Technical Assistance Contract and the Technical Assistance Contract to provide post-disaster assistance to states and local governments. Private sector firms are awarded the contracts and assist FEMA through the completion of assigned task orders.

Objective 4.9 Identify the Roles of Associations and Collaborative Partnerships

Remarks:

(Slide 4-54)

The strength of associations and collaborative partnerships involved in recovery rests with their collective knowledge, skills and use of political power to affect desired changes. Associations can be defined as formal organizations comprised of individuals who share a common profession or area of expertise. For the purpose of this discussion, emphasis is placed on those whose mission is related to disaster recovery. **Specific examples include:**

- National Emergency Management Association;
- International Association of Emergency Managers; and
- Association of State Floodplain Managers.¹⁵

(Slide 4-55)

Associations often use their collective voice to seek changes in existing federal or state recovery policy, rules or actions that run counter to the mission of the organization or the expressed views of their membership.¹⁶

Disasters necessitate regular coordinative actions across a range of stakeholders. Organizations tasked with this coordination often rely on collaborative partnerships that pre-date the event or are created following a disaster. For the purpose of this course, associations and collaborative partnerships have been separated in order to better describe the differences. **Partnerships can be generally fall into the following categories:**

- Recovery Task Forces;
- Mutual Aid; and
- Private Sector Partnerships.

¹⁵ The following web sites for NEMA, IAEM and ASFPM are as follows: www.nemaweb.org, www.iaem.com and www.floods.org.

¹⁶ For example, the National Emergency Management Association recently opposed the proposed elimination of the post-disaster Hazard Mitigation Grant Program, arguing that the program was an effective risk reduction tool that should be continued.

(Slide 4-56)

Recovery Task Forces are typically created by local or state governments charged with the implementation of governmental duties associated with recovery. In areas or states subject to repeated disasters, task forces may be pre-established and on call should a disaster occur. A list of those assigned to participate, including their roles, may be part of an Emergency Operations Plan or a Disaster Recovery Plan.

In many cases, task forces are developed on an ad-hoc basis to address specific post-disaster issues, including:

- The formulation of policy recommendations;
- The identification of specific problems in the delivery of recovery services; or
- The identification of improved actions or processes.

(Slide 4-57)

Local recovery task forces may be comprised of the following officials:

- Mayor;
- City Manager;
- Public Works Director;
- Local Emergency Manager;
- Planning Director;
- Citizen group representatives;
- State Emergency Management representative; and
- Others as assigned.

(Slide 4-58)

State Recovery Task Forces may include individuals from the following agencies:

- Emergency Management;
- Community Development;
- Governor's Office;
- County and Municipal Government;
- Coastal Management (in those states that contain coastal boundaries or are located along the Great Lakes);
- FEMA;
- Department of Transportation; and
- State Data Center.

(Slide 4-59)

Mutual Aid. Following disasters, local governments and states often rely on assistance provided from sister governments that are part of an informal or formal support network. Earlier forms of mutual aid were delivered on an ad-hoc basis which limited its effectiveness and raised economic and legal questions concerning adequate reimbursement protocols and liability issues.

The ability of states to respond to and recovery from disasters are increasingly being enhanced through the participation in an inter-state cooperative effort called the **Emergency Management Assistance Compact (EMAC)**. EMAC enables participating states to establish agreed upon rules addressing state capabilities, standardization of requests and aid packages, and the resolution of legal and regulatory questions prior to deployment following a disaster.

(Slide 4-60)

Stakeholder Characteristics

The majority of this session identified specific roles held by the range of stakeholders involved in disaster recovery. **Upon further review, there exists a number of general stakeholder characteristics that cut across individual and group roles. These include:**

- A core group of stakeholders remain involved in post-disaster recovery from the earliest stages until recovery is complete;
- Stakeholder groups may change over time;
- Stakeholders may assume differing roles during the disaster recovery process;
- Differing stakeholder viewpoints may lead to conflict;
- The mission of some stakeholder groups is to forge an enhanced level of cooperation across groups tasked with recovery;
- Stakeholder groups may assume formal and informal roles and responsibilities;
- Stakeholder groups may emerge following a disaster to address a perceived need that is not being met by the existing recovery system; and
- The role of stakeholders are shaped by power, formal and informal authority and the control over scarce resources.

(Slide 4-61)

Supplemental Consideration: *Holistic Disaster Recovery: Ideas for Building Local Sustainability After a Natural Disaster (2001)* notes the following broad categories of sustainable disaster recovery:

- Participatory Processes;
- Maintaining and Enhancing Quality of Life;
- Building Economic Vitality;
- Promoting Social and Intergenerational Equity;
- Protecting Environmental Quality; and
- Incorporating Disaster Resilience.

Option 1: The instructor should lead a discussion with students regarding how each of the stakeholder groups can affect sustainable disaster recovery, including the recognition of roles that may conflict with the premises described in Session 2. The findings of the discussion should be captured in a simple matrix and revisited at the end of the course to refine and expand the results.

Option 2: The instructor should require students to choose one of the nine stakeholder groups discussed and describe in a 10 to 15 minute presentation the specific roles of the stakeholder group, emphasizing how they facilitate and discourage a sustainable recovery. In addition, the presentation should address how the actions of the chosen stakeholder group may compliment or conflict with the roles of other stakeholder groups.

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