Stakeholders and Their Roles in Recovery

Objectives:

4.1   Local, state and federal government agencies

4.2   Citizens (disaster victims)

4.3   Media

4.4   Business and Corporations

4.5   University and research institutions

4.6   Non-profit agencies and emergent community organizations

4.7   Contractors

4.8   Associations and collaborative partnerships

Local, State and Federal Government Agencies and Officials

- Provision of aid
  - Perception
  - Contributions of government agencies
  - Federal disaster declarations
  - State disasters
  - Local disasters
    - National Emergency Management Association survey

Local Emergency Manager

- Preparedness and response emphasis

- Coordinating damage assessments

- Local emergency management coordinator

- Local officials involved in disaster recovery
  - Local emergency managers and recovery duties
    - Kartez and Faupel (1994)
  - Limited coordination hinders recovery efforts
  - Long term recovery measures
    - Planners, public works and economic development specialists
  - Failure to involve local emergency managers

Local Government Departments and Officials Involved in Recovery

- When disasters strike, the entire community is affected

- Involvement of public officials

- Breadth of impact and roles of local officials

- Experience with emergencies versus disasters

- Provision of local technical assistance

- Role of elected officials

Local, State and Federal Government Agencies and Officials

- Local government departments
  - City manager
  - Finance
  - Public works
  - Planning
  - Police
  - Fire
  - Building inspector
  - Local floodplain administrator

City Manager

- Hiring contractors

- Reporting the status of the recovery effort to the general public, Mayor and City Council

- Policy change

Finance

- Documenting disaster expenditures

- Tracking of reimbursable costs

- Financial tracking of grant applications

Public Works

- Post-Disaster damage assessment

- Restoring public water and sewer service

- Restoration of damaged infrastructure

Planning

- Developing disaster recovery plan

- Developing pre and post-disaster grant applications

- Dissemination disaster assistance information

- Identification of suitable sites for post-disaster reconstruction

Police and Fire

- Police
  - Assisting individuals as needed
  - Protecting public and private property
- Fire
  - Initial search and rescue
  - Suppressing fires
  - Assisting with damage assessments

Building Inspector and Local Floodplain Administrator

- Building inspector
  - Damage assessment
  - Determination of habitability and substantial damage

- Local floodplain administrator
  - Assess the type of flood damages sustained
  - Assess accuracy of Flood Insurance Rate Maps
  - Notify homeowners of options

Locally Elected Officials

– Representing constituents

– Advocates

– Distribution of assistance

– Political power

– Publicizing community needs

– Approving or denying proposed policy changes

– Locally elected officials

- Mayor
- City or Town Council members
- County Judge

State Emergency Management

- General roles
  - Establishing and maintaining an emergency management program
  - Coordination of state-wide training
  - Advisor to Governor
  - Provision of technical assistance and funding
  - Coordination of post-disaster assistance
  - Intermediary between local and federal government
  - Local needs assessment

State Emergency Management Assistance

- Direction, control and dispersal of resources
- Warning and communication
- Public information
- Training and technical assistance
- Sheltering and mass care
- Evacuation planning and implementation
- Law enforcement
- Damage assessments
- Hazardous materials

Governor

- Emergency powers provision
- Post-disaster power
- Requesting federal disaster declarations
- Mobilize the National Guard
- Require evacuations
- Establish evacuation routes
- Establish curfews
- Possess or temporarily use private property
- Authorize the use of public funds to aid in recovery
- Suspend state statutes
- Enter into mutual aid agreements
- Delegate authority to State Director of Emergency Management
- Assuring disaster victims
- Lobbying

State Legislature

- Order a state-wide hazards assessment
- Create a disaster trust fund
- Participate in the Emergency Management Assistance Compact
- Assess the level of state preparedness
- Evaluate recovery and mitigation programs
- Establish State Emergency Response Team
- Establish incentive programs
- Encourage teaching of disaster awareness in schools
- Pass state budgets that include emergency management duties
- Appropriate state funding
- Establish post-disaster recovery commission
- Adopt or amend state enabling legislation
- Lobbying members of Congress

Federal Emergency Management Agency

- Federal Response Plan
  - Federal Coordinating Officer
    - Public information
    - Congressional liaison
    - Community liaison
    - Outreach
    - Donations

Federal Emergency Management Agency

- Emergency support functions
  - 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

Federal Emergency Management Agency

- State Emergency Operations Center
- Disaster Field Office
- Disaster Recovery Operations
  - Assess recovery needs
  - Determine the level and type of damages
  - Implement recovery programs
    - Individual Assistance
    - Public Assistance
    - Hazard Mitigation Grant Program

Federal Recovery Agencies

- Small Business Administration

- US Army Corps of Engineers

- Department of Housing and Urban Development

- National Oceanographic and Atmospheric Administration

- Economic Development Administration

Limitations of Federal Response Plan

- Failure to coordinate recovery programs, funding sources or technical assistance

- Limited emphasis on pre and post-disaster planning at the state and local level

Congress

- Disaster Relief Fund

- Supplemental appropriations

- Emergency aid to states

- Lobbying members of Congress
  - Disasters as an entitlement (Platt 1999)

Citizens (disaster victims)

- Factors affecting the ability of disaster victims to recover
  - Level of pre-disaster vulnerability
  - Access to resources
  - Level of pre-disaster preparedness
  - Capability of those tasked with recovery assistance

Citizens (disaster victims)

- Disaster victims may include:
  - Homeowners
  - Renters
  - Homeless
  - Business owner
  - Employee
  - Vacationer
  - Local government official

Citizens (disaster victims)

- Roles of citizens and disaster victims
  - Assisting others
  - Participating in a community or neighborhood-level disaster preparedness group
  - Volunteering with disaster relief organizations
  - Providing information to other victims or response and recovery agencies
  - Investigating disaster assistance eligibility
  - Applying for disaster recovery assistance

Media

- Information dissemination techniques include:
  - Print
  - Radio
  - Television
  - Internet

Media

- **Key factors**
  - Informing large segments of the population
  - Eliciting strong emotions
  - Inaccurate information dissemination
  - Uncovering issues and weaknesses
- **Additional issues**
  - Gaining an understanding of the recovery process
  - Disaster recovery is a complex, relatively slow process
  - Hindering the recovery process
  - Altering the post-disaster salience of issues

Media

- Local media
  - Focus on local effects of the incident
  - Concentrate on details
  - Better relations with local authorities
- National media
  - Short-term interest
  - General accounts of the event
  - Ask tough questions

Media

- **Television media**
  - Seek powerful visuals
  - Use short sound bites
  - Influenced by broadcast times and schedules
- **Radio media**
  - Produce short reports
  - Immediacy of information
  - Strive to be the first to report the story
  - Can quickly get authorities on the air
  - One of the most essential disaster warning tools available
  - Radio reports are highly perishable

Media

- Print media
  - Highly dependent on telephone linkages to transmit information
  - Fewer time constraints than television or radio
  - Provide more in-depth reporting
  - Produce longer lasting archives and records of events

Media

- Specific roles
  - Supplying information and directions to the public
  - Disseminating information on preparedness, recovery and mitigation following disasters
  - Stimulating volunteerism and donations
  - Stimulating increased participation among elected officials
  - Disclosing the need for improvements in the disaster recovery delivery system
  - Withholding information that could be counterproductive to the recovery effort

Business and Corporations

- Contingency plan
  - Identifying an alternative site of operations
  - Storing vital documents
  - Purchasing an alternative energy source
  - Identifying alternative suppliers and transportation routes
  - Encouraging employees to develop a home disaster preparedness kit

Business and Corporations

- Disaster preparedness
  - Size of business
  - Degree of past experience
  - Commitment of top administrators
  - Corporations
    - Assets and workforce
    - Resources at risk

Business and Corporations

- Business interruption
  - Loss of company revenue
  - Temporary or permanent loss of work
  - Economic impacts

- Becoming operational post-disaster
  - Tangible example of recovery
  - Returning to work
  - Employers reaching out to disaster victims
  - Providing direct assistance
  - Business leader as advocate
  - Ability to pursuade others

Universities and Research Institutions

- Addressing complex research questions
- Research-practitioner divide
  - Lack of applied research
  - Failure to publicize findings
  - Disconnect between research needs of practitioner and those conducted by scholar

Universities and Research Institutions

- Roles
  - Providing policy advice to practitioners
  - Conducting research to identify problems or gaps in literature
  - Post-disaster data collection and analysis
  - Generating research reports or monographs
  - Teaching
  - Training and mentoring future emergency management professionals

Universities and Research Institutions

- Growing influence
  - Emergency management courses and degree programs
  - Hazards management journals
  - Research, training and information centers

Non-profit Agencies and Emergent Organizations

- Services
  - Provision of food and water
  - Provision of clothing
  - Mass sheltering
  - Medical assistance
  - Crisis intervention

Red Cross

- Recognition
- 1.5 million volunteers, 1,300 chapters
- Disaster service section
- Local chapters
- Activities
  - Certification and staffing of disaster shelters
  - Provision of food and clothing to disaster victims
  - Pre and post-disaster community preparedness outreach
  - Provision of educational service announcements

Non-profit Agencies

- Salvation Army
  - 1,200 community chapters, 40 divisions
  - Identification of missing persons
  - Provision of food, clothing, furniture, medical supplies and crisis counseling
  - Assisting with the reconstruction of damaged housing

Non-profit Agencies

- National Volunteers Active in Disasters
  - Communication
  - Cooperation
  - Coordination
  - Education
  - Leadership development
  - Mitigation
  - Convening mechanisms
  - Outreach
  - VOAD membership

Environmental Groups

- Growing role in recovery
- Application of environmental techniques
  - Use of television, radio, magazines and newspapers
  - Lobbying
  - Seeking change in federal and state policy, regulations and law

Supplemental consideration

- Non-profit agencies and their affect on sustainable recovery
  - Repair of at-risk homes
  - Discouraging reconstruction in the floodplain

Emergent Community or Regional Organizations

- Definition
  - Perceived or actual failure of the existing relief system
- Emergent group formation
  - Need for collective action
  - Misunderstanding of existing assistance programs
  - Responding to past disaster experiences

Emergent Community or Regional Organizations

- Role of emergent groups and the perceived lack of assistance
  - Limitations of existing programs
  - Failure of those responsible for program delivery
- Emergent group types
  - Damage assessment groups
  - Operations groups
  - Coordinating groups

Emergent Community or Regional Organizations

- Damage assessment groups
  - Search and rescue
  - Identification of damages
  - Immediate temporary repair of damaged homes and property
  - Notifying professional response crews of damages

- Operations groups
  - Collect and distribute food, clothing and other supplies
  - Begin debris clean up efforts
  - Notify the public and disaster officials via ham radio or citizen band radio

Emergent Community or Regional Organizations

- Coordinating groups
  - Developing a plan of action
  - Resolving disputes
  - Addressing larger community problems

Emergent Community or Regional Organizations

- Organizational structure
  - Limited core membership
  - Participation varied based on individual needs and relevant skills
  - Division of labor may exist but roles not clearly specified
  - Leadership varies and may be based on the time available
  - Formal organizational elements are limited
  - Short-lived
  - Change over time

Emergent Community or Regional Organizations

- Specific actions
  - Lobbying
  - Identifying those in need of assistance
  - Drawing public and media attention
  - Garnering support / building coalitions

Contractors

- Specific tasks commonly performed
  - Debris management
  - Implementation of post-disaster grant programs
  - Repair or reconstruction
  - Recovery planning
  - Elevation or relocation of homes
  - Post-disaster training

Contractors

- Debris management
  - Coordination of operations
    - Debris management plan
  - Physical removal of debris
- Implementation of post-disaster grant programs
  - Determining grant eligibility
  - Writing state and federal grants
  - Implementation of grants

Contractors

- Repair of damaged or destroyed housing, infrastructure and public buildings
  - Architectural, construction and engineering firms
- Recovery planning
  - Writing recovery plan
  - Implementation of action items

Contractors

- Elevation or acquisition and relocation of homes
  - House moving companies
  - Grants management
  - Engineering
  - Legal, environmental, public health issues

- Post-disaster training of federal, state and local officials
  - Disaster Field Office
  - FEMA pre-existing contracts

Associations and Collaborative Partnerships

- Associations
  - National Emergency Management Association
  - International Association of Emergency Managers
  - Association of State Floodplain Managers

Associations and Collaborative Partnerships

- Seek changes in federal or state policy, rules or actions that run counter to the mission of the organization

- Collaborative partnerships
  - Recovery task forces (local, state)
  - Mutual aid (Emergency Management Assistance Compact)
  - Private sector partnerships

Associations and Collaborative Partnerships

- Recovery task forces
  - Often created on an ad-hoc basis
  - Formulation of policy recommendations
  - Identification of specific problems
  - Identification of improved actions or processes

Local Task Force Membership

- Mayor
- City manager
- Public works director
- Planning director
- Citizen group representative
- State emergency management representative
- Others as assigned

State Task Force Membership

- Emergency management
- Community development
- Governor's office
- County or municipal government
- Coastal management
- FEMA
- Department of transportation
- State data center

Mutual Aid

- Local and state-level assistance network
- Informal network
  - Ad-hoc delivery of assistance
- Formalized support network
  - Emergency Management Assistance Compact

Stakeholder Characteristics

- Core group participation
- Stakeholder group change over time
- Assuming differing roles
- Differing viewpoints may lead to conflict
- Stakeholders may increase cooperation across groups
- Formal and informal roles and responsibilities
- Emerging stakeholder groups
- Role of stakeholders shaped by power, formal and informal authority and the control of scarce resources

Supplemental Consideration

- Categories of sustainable disaster recovery
  - Participatory process
  - Maintaining and enhancing quality of life
  - Building economic vitality
  - Promoting social and intergenerational equity
  - Incorporating disaster resilience

- Option #1

- Option #2