

Session 12

Holistic Disaster Recovery: Creating a More Sustainable Future

Facilitators of a Sustainable Recovery (Part I)

Time: 3 hours

(Slide 12-1)

Objectives:

- 12.1 Discuss Exam**
 - 12.2 Discuss leveraging resources**
 - 12.3 Discuss the creation of multi-party recovery committees**
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Scope: Sustainable recovery occurs in those communities, regions and states where a series of factors are present. The next two sessions will discuss those factors that tend to facilitate a sustainable recovery.

This session will focus on:

- The role of leveraging resources; and
 - The creation of multi-party recovery committees.
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Required Readings:

Student and Instructor Readings:

North Carolina Division of Emergency Management. 2000. *Hazard Mitigation in North Carolina: Measuring Success*. North Carolina Division of Emergency Management. The document is available on the North Carolina Division of Emergency Management web site at: <http://ncem.org/mitigation>.

Oleari, Kenoli. 2000. Making Your Job Easier: Using Whole System Approaches to Involve the Community in Sustainable Planning and Development. *Public Management* (December): 4-10.

Picou, J. Steven. 2000. The Talking Circle as Sociological Practice: Cultural Transformation of Chronic Disaster Impacts. *Sociological Practice: A Journal of Clinical and Applied Sociology* 2 (2): 66-76.

Rubin, Claire B. and Daniel Barbee. 1985. Disaster Recovery and Hazard Mitigation: Bridging the Intergovernmental Gap. *Public Administration Review*. Vol. 45. Pp. 57-71.

Schwab, Jim, Kenneth C. Topping, Charles Eadie, Robert Deyle and Richard Smith. 1998. Chapter 4. The Planning Process, pp. 75-111. *Planning for Post-Disaster Recovery and Reconstruction*. PAS Report 483/484, Chicago, Illinois, American Planning Association.

Videos:

Federal Emergency Management Agency, Emergency Management Institute. 2000. *Taking the Initiative*. Emmitsburg, Maryland. Available from the Emergency Management Institute at 1-800-238-3358. Ask for the “Disaster Resistant Jobs” video.

National Park Service and Federal Emergency Management Agency. 1995. *Multi-Objective Mitigation Planning*. A copy can be obtained by contacting FEMA Region VIII at the following address: FEMA Region VIII, P.O. Box 25267, Bldg. 710. Denver, Colorado 80225-0267.

12.1 Discuss Exam

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Remarks:

The instructor should discuss the results of the exam by going over the key points to each question and answering questions posed by students. The review should serve to reinforce the topics discussed up to this point in the course. The instructor may choose to reiterate how the exams were evaluated and the requirements provided to students in the previous session.¹

¹ **Student Instructions:** Students were required to answer three of the five questions, including numbers three or four. Answers were to emphasize materials covered in the class lectures and assigned readings. Answers should be typed and double spaced, in order to ease the review of each answer and provide space for instructor comments.

The exam questions are listed below:

- Based on assigned readings and class discussion, describe the role of vertical and horizontal integration in achieving a sustainable recovery. Your answer should include specific examples of both vertical and horizontal integration and how they are interrelated.
- Describe the context of post-disaster decision making. You are encouraged to review past readings and lectures in order to explain how decision making is affected by past experience, the scope of the disaster, access to power, etc. Choose three key factors (other than the three listed above) influencing post-disaster decision making and describe how they are interrelated. In addition, you should describe which factor you believe to be most influential and why.
- Based on your personal experiences and observations during the *role playing exercise*, what do you believe is the key factor limiting sustainable disaster recovery? Provide specific examples uncovered during the exercise. Support your answer with assigned readings and materials discussed in class.
- Based on your personal experiences and observations during the *case study exercise*, what do you believe is the what do you believe is the key factor limiting sustainable disaster recovery? Provide specific examples uncovered during the exercise. Support your answer with assigned readings and materials discussed in class.
- Describe what you believe to be the most significant impediment to a sustainable recovery. Provide at least three specific examples of how a sustainable recovery is compromised as a result.

12.2 Discuss leveraging resources

(Slide 12-3)

The ability to procure or use existing resources in the post-disaster environments tends to guide all other aspects of recovery. For the purposes of this discussion, leveraging resources means the ability to combine resources of varying types to maximize an effective recovery. The type and speed at which resources are obtained can determine whether a community can recover in a sustainable manner.

Resource types may include, but are not limited to:

- Financial resources;
- Technical expertise;
- Administrative resources (staffing);
- Political resources (capital); and
- Local commitment.

Leveraging resources requires savvy leadership and recognizing that in order to accomplish broader objectives, a coordinated effort is required. This is particularly true in recovery, where numerous federal and state programs exist. However, the myriad programs tend to operate independent of one another, based on requirements established by the funding agency, rather than a part of a coordinated recovery system. This necessitates that the recipient of the funds or assistance must seek innovative ways to connect the broader objectives of a sustainable recovery to the various programmatic requirements found in differing programs.

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The benefits of leveraging resources include:

- *An ability to stretch federal dollars.*
 - Federal funding of disasters are limited in scope and amount based on programmatic requirements.
 - Some federal funding, which may be allocated on a competitive basis, may be tied to the degree to which a non-federal match is available.
 - States and municipalities that blend an array of federal assistance programs with state or local funding can stretch the federal funding that they receive and increase the likelihood of receiving it, when competing with others.
 - This frequently allows states and local governments to achieve more than those that rely strictly on federal assistance.

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- ***A reduced dependence on one source of assistance.***
 - Leveraging resources means drawing on more than one source or type of assistance.
 - This may include financial, technical or political resources.
 - A diversified resource base, like a wise investment strategy, makes an individual, agency, municipality or state less vulnerable to the specific constraints of one resource.
 - For example, grant and loan programs each contain specific program rules and eligibility requirements.
 - Building strong relationships, both vertically and horizontally, results in an enhanced administrative capability.

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- ***Increasing local or state self reliance.***
 - Developing an enhanced level of self reliance can prove particularly important in the aftermath of a disaster.
 - Disasters can overwhelm the ability of organizations to effectively respond and ultimately recover.
 - Leveraging resources can provide an all important means to become less dependent on other organizations that may be struggling to provide services.

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- ***An ability to achieve multiple recovery and non-recovery objectives.***
 - Leveraging resources often results in the identification of common objectives that may not ordinarily be evident during normal day-to-day activities.
 - Disasters may engender a resourcefulness beyond that observed under normal circumstances.
 - The ability to effectively link multiple objectives requires an individual or group that is willing to both identify complimentary objectives and then take action to implement them.

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- ***Enhancing the level of inter-organizational coordination, both horizontally and vertically.***
 - Effectively leveraging resources requires an increased level of vertical and horizontal integration.
 - Leveraging resources can be facilitated by a high degree of vertical integration due to the fact that strong local, state and federal relationships enable access to additional funding opportunities, technical experts and the administrative means to achieve identified needs or objectives.
 - Strong horizontal integration enables an individual, group or agency to draw on resources across an organization.

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- ***Educating individuals, groups and organizations about interconnections that may have been overlooked or unrecognized.***
 - Attempts to leverage resources frequently serves as a learning experience for many who engage in this type of effort, particularly following a disaster.
 - Many people who are drawn into disaster recovery are not experts, nor do they possess a great deal of direct disaster experience.
 - Going through the process of resource leveraging results in a direct hands-on experience with a very steep learning curve.
 - Existing local government processes can be modified to address recovery needs. For example, research has shown that local planning and development decision making are key to disaster recovery (Geis, 1996).

12.3 **Discuss the creation of multi-party recovery committees**

(Slide 12-10)

Federal, state and local governments often form recovery committees in the aftermath of a disaster in order to facilitate an effective recovery. In most cases, committees are formed due to perceived shortcomings of the existing emergency management system in place at the time of the event. It is much less common for local, state or federal officials to establish and maintain a recovery committee prior to a disaster.

As noted in earlier sessions, the recovery process suffers from a failure of federal, state and local governments to effectively plan for recovery. Common objectives of recovery committees include enhancing inter-organizational coordination, maximizing the procurement of available funding post-disaster and speeding up the overall recovery process. In some instances, recovery committees embrace concepts closely linked to sustainability.

Note: The instructor may choose to show one or both of the videos *Taking the Initiative* or *Multi-Objective Mitigation Planning* at this time. The videos provide a means to visually convey the topics discussed in this session, including the portrayal of specific outcomes associated with multi-party committees.

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The creation of multi-party committees can facilitate several key aspects of sustainable recovery processes, including:

- Participatory decision making;
- Access to varied areas of expertise;
- The identification of complimentary recovery objectives;
- Improving access to available funding resources;
- Enhancing coordination; and
- Better educating the public.

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A successful recovery committee includes some or all of the following characteristics:

- A clearly defined set of objectives;
- The meaningful involvement of all identified stakeholders;
- Access to technical experts;
- An action-oriented agenda;
- The involvement of empowered decision makers;
- Access to those in a position of power;
- Horizontal and vertical integration; and
- Developing and following through with a clear means to implement identified actions.

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Federal Long-Term Recovery Task Force

In general, FEMA relies on the actions broadly outlined in their Federal Response Plan, which describes the roles of FEMA and other federal agencies tasked with recovery. In 1998 a “recovery annex” was added to the Federal Response Plan in an attempt to improve coordination across federal agencies tasked with recovery.

The Midwest floods in 1993 marked the creation of Federal Long-Term Recovery Task Forces. **President’s Action Plans for Long-term Recovery and Redevelopment** are typically generated by Federal Task Forces, providing guidance for states to implement long-term recovery strategies. Since that time, Federal Task Forces have been established following a series of disasters. **Long-Term Recovery Action Plans include:**

- A directive to federal agencies to assess existing federal missions and authorities and incorporate mitigation measures into recovery activities where practicable;
- A directive to expedite the delivery of assistance programs to disaster victims and state and local governments;
- Providing support to state agencies and local governments to assist in the acquisition, elevation or flood-proofing of flood-prone structures;

- Ensuring that FEMA coordinate the delivery of federal recovery programs in order to provide consistency, or assist states and local governments when inconsistencies occur;
- Assisting the state resolve policy debates when they arise;
- Assist states and local governments conduct a long-term planning process;
- Ensuring that the Small Business Administration assist businesses and disaster victims take advantage of available programs;
- Ensure that the Department of Housing and Urban Development assist communities develop projects addressing housing needs and mitigation opportunities;
- Ensure that the U.S. Army Corps of Engineers and FEMA coordinate with states and local governments to describe the structural and non-structural flood mitigation measures available following a flood disaster; and
- Ensure that all federal agencies enable state and local governments build on post-disaster mitigation opportunities.

Adapted from Natural Hazards Research Working Paper # 102. 1999. A Review of the Literature and Programs on Local Recovery from Disaster. Jeanine Petterson. Natural Hazards Research and Applications Information Center, Boulder Colorado.

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State Recovery Task Force

States may establish a recovery task force if they believe that the disaster is of a sufficient size to warrant the need for improved inter-agency coordination and sharing of resources. The task force or committee may be guided by the state Division of Emergency Management or an appointed inter-agency representative.

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Participating state agencies may include:

- Economic Assistance;
- Environment and Natural Resources;
- Social Services;
- The Governor's Office; and
- Planning and Policy

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Local Recovery Task Force

Local governments typically establish committees post-disaster to determine the best means to recover. Key tasks include the identification of needs and the assessment of aid programs.

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Participants may include:

- Mayor;
- City Manager;
- Public Works Director;
- Planning Director;
- Emergency Management Coordinator;
- Building Inspector; and
- Financial Director.

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Role Playing Exercise:

Students should assume the role of a Recovery Task Force member. The instructor will determine if the task force should represent a state or local interest. Depending on the task force assignment, students should assume the role of one of the members listed in the previous objective. Their assignment is to create an outline of a proposed recovery plan and present their findings to the instructor.

The task force will be allowed one hour to read the case study, identify issues/problems and describe a specific set of actions that should be taken to facilitate a sustainable recovery. Recovery strategies (recommendations for action) should be based on the nature of the case study as well as past course material and assigned readings. Attention should be paid to multi-objective planning, leveraging resources and linking proposed actions to necessary resources and/or possible grant programs available following a federally declared disaster.

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Specific components of the disaster recovery plan outline should include:

- Mission Statement;
- Relevant Background Information; including:
 - Demographics; and
 - Hazard information.
- Goal Statements; and
- Recommendations for Action.

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During the exercise, the instructor may want to check to see if students are addressing, at a minimum, the following topical areas:

- Housing;
- Victim Assistance;
- Infrastructure;
- Land Use;
- Mitigation; and
- Recovery Programs.

Possible Case Studies include:

Flood Case Study: Arnold Missouri. Jim Schwab. Pp. 217-228. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al.

Hurricane Case Study: Opal in the Florida Panhandle. Richard Smith and Robert Deyle. Pp. 235-259. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al.

Wildfire Case Study: Oakland California. Kenneth Topping. Pp.261-280. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al.

Earthquake Case Study: Loma Prieta in Santa Cruz and Watsonville, California. Pp.281-310. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al.

References

- Eadie, Charles. 1998. Earthquake Case Study: Loma Prieta in Santa Cruz and Watsonville, California. Pp.281-310. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al. PAS Report. Washington, D.C.: American Planning Association.
- Geis, Donald. E. 1996. *Creating Sustainable and Disaster Resistant Communities*. Aspen, Colorado: The Aspen Global Change Institute.
- Petterson, Jeanine. 1999. *A Review of the Literature and Programs on Local Recovery from Disaster*. Natural Hazards Research Working Paper # 102. Natural Hazards Research and Applications Information Center, Boulder Colorado.
- Schwab, Jim. 1998. Flood Case Study: Arnold Missouri. Pp. 217-228. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al. Washington, D.C.: American Planning Association.
- Smith, Richard and Robert Deyle. 1998. Hurricane Case Study: Opal in the Florida Panhandle. Pp. 235-259. In *Planning for Post Disaster Recovery and Reconstruction*. Schwab, et. al. PAS Report. Washington, D.C.: American Planning Association.
- Topping, Kenneth. 1998. Wildfire Case Study: Oakland California. Pp.261-280. In *Planning for Post Disaster Recovery and Reconstruction*. 1998. Schwab, et. al. PAS Report. Washington, D.C.: American Planning Association.