

Dimensions of Recovery

Objectives:

- 3.1 Describe the disaster recovery process**
- 3.2 Discuss the concept of disasters as an opportunity to implement sustainability measures during recovery and redevelopment**
- 3.3 Explain the nature of short-term versus long-term recovery perspectives and the impact of each approach**
- 3.4 Discuss the concept of disasters as a clarifying agent, highlighting existing or underlying local, state and federal characteristics**

Theoretical Frameworks

- Rational decision-making models
- Sociological frameworks
- Planning and policy analysis
- The process approach

Limitations of the Process Approach

- The lack of attention placed on describing how specific process improvements can be made (Eadie 2001)
- Explaining the nuances of the larger recovery process
- The continued analysis of intergovernmental relationships rather than an assessment of intra-governmental relationships or a more comprehensive network analysis of all stakeholder groups

Improving our Understanding of the Recovery Process

- Identify specific actions that affect recovery
- Review individual, group and multi-organizational relationships
- The role of pre-disaster and adaptive planning
- Analyze institutional relationships and shared governance
- Recovery planning

Improving our Understanding of the Recovery Process

- Importance of pre-disaster planning
- Analysis of how stakeholders recover
- Capitalizing on post-disaster opportunities

Multi-objective Planning

- Hazard mitigation
 - Linking recovery and sustainability
 - Institutional capacity building
 - Short-term approach to problem solving

Disaster Recovery Process

- Actions taken by stakeholders are driven by the following factors:
 - Nature of relationships across organizations
 - Access to information
 - Past disaster experience
 - Capacity and commitment

Factors Limiting a Sustainable Recovery

- Over reliance on the implementation of existing federal recovery programs
- Current disaster recovery system
 - Regimentation
 - Poor coordination of aid programs

Pre-Disaster Recovery Planning

- Recovery planning literature
- Capitalizing on the window of opportunity
 - Hazard mitigation
 - Adoption of more stringent building codes
 - Creation of mitigation and recovery plans
 - Relocating at-risk structures
 - Guiding future development

Post-Disaster Decisions

- Increasing hazard vulnerability
 - Reconstruction techniques
 - Poor land use decisions
- Negatively impacting existing social networks
 - Relocating neighborhoods
 - Exacerbating class inequalities

Recovery Process

- Short-term measures addressing immediate needs
- Long-term processes associated with rebuilding the physical, social, environmental and economic components of a community, region, state or nation

Haas' Recovery Process

- Emergency
 - Search and rescue
 - Mass care
 - Debris removal (immanent threat)
- Restoration
 - Operationalization of public utilities and community infrastructure
 - Identification and repair of damaged homes and businesses
- Reconstruction I
 - Reconstruction of the built environment
- Reconstruction II
 - Incorporation of mitigation techniques
 - Commemorating past events

Comments on the Haas Model

- Process approach provides good basic understanding or starting point for analysis
 - Predictable, sequential pattern
- Recovery process as a complex array of uncoordinated, overlapping activities
 - Lack of pre-disaster planning
 - Differential access to power
 - Institutional deficiencies
 - Adaptive planning

Comments on the Haas Model

- Disaster recovery can vary significantly across units of local government and differing segments of society
 - Race, access to power and institutional deficiencies
 - Transition from response to recovery
 - Recovery timeline

Klintberg Model

- Temporary reduction in “economic and social standards”
- Achieving “recovery possibilities”
- Approximate assistance period
- Options and outcomes

Rocky Mountain Model of Disaster Recovery

- Rocky mountain analogy
- Drivers and enablers
- Minimalist / Restoration
- Foresight / Mitigation
- Visionary / Community Betterment

Rocky Mountain Model of Disaster Recovery

- Minimalist/restoration to foresight/mitigation drivers
 - Federal disaster declaration
 - National Flood Insurance Program requirements
 - State laws and regulations affecting recovery
- Enabling factors
 - Training courses
 - Exercises
 - Peer exchanges

Rocky Mountain Model of Disaster Recovery

- Foresight/mitigation to visionary/community betterment
 - Sustainable recovery
- Enabling factors
 - Provision of technical information
 - Specialized training and assistance
 - Reliance on consultants and recovery experts

Limitations of Recovery Models

- Does not describe the impacts of policy dialogue
- Social learning
- Negotiation and dispute resolution
- Politicized decision-making

Limitations of Recovery Models

- Inter-organizational relationships
 - Application to recovery processes over time needed
 - Changing relationships over time
 - Entrenched positions
 - Institutional relationships as incentives or barriers
 - Adaptive planning
 - Policy shifts
 - Disaster recovery timeline

Disaster Recovery Continuum

- The recovery process does not adhere to orderly phases. Rather the process more closely resembles the movement across a disaster recovery continuum, which can be slowed or achieved to a lesser degree when countervailing factors exist.

Disaster Recovery Continuum

- Countervailing factors
 - Lack of recovery experience
 - Resources
 - Commitment
- Enabling factors
 - Resistance to new policy
 - Countervailing versus enabling factors
 - Understanding the multi-organizational context
 - Interrupting the sequential order
 - Transition across phases
 - Lessons learned

Supplemental Consideration

- Identification of recovery indicators discussed in Session 2.
 - Business re-openings
 - Implementation of federal and state recovery programs
 - Counseling requests
 - Loan program payouts
 - Individuals in group shelters

Supplemental Consideration

- Factors that impede recovery processes
 - Uncoordinated recovery programs
 - Limited recovery expertise
 - Limited capabilities
 - Differential access to power

Disasters as Opportunity

- Disasters can cause major damages, necessitating a large-scale rebuilding process
 - Multi-objective planning and post-disaster recovery
 - Kinston case study
- Disasters can cause local officials and residents to re-evaluate their circumstances relative to hazards
 - Political will
 - Salience
 - Window of opportunity
 - Disproportionate disaster-related impacts
 - Exposing existing societal problems
 - Opportunity for improvement

Disasters as Opportunity

- Window of opportunity (continued)
 - Individuals, communities and states vary widely in the degree to which they take action to reduce the impacts of future hazards
 - Most do not seek innovative strategies linking federal assistance or local means to address pre-disaster problems in the post-disaster environment
 - Over-reliance on federal assistance
 - Recovery programs as an entitlement

Supplemental Consideration

- Political science and policymaking literature addressing policy change
 - Agendas, Alternatives and Public Policies (1984)
 - Reconceiving Decision-Making in Democratic Politics (1993)
 - Reluctant Partners (1991)
 - Democratic Politics and Policy Analysis (1990)

Disasters as Opportunity

- Federally-declared disasters often result in the disbursement of large sums of federal dollars
 - Stretching federal dollars
 - Piecing together differing funding sources
 - Kinston, North Carolina case study

Short-term Versus Long-term Perspectives

- Characteristics of a short-term recovery perspective
 - Ad-hoc recovery
 - Issuing building permits without adequate review of reconstruction implications
 - Limited public participation
 - Rebuilding to pre-disaster conditions
 - Over-reliance on state and federal recovery funding

Short-term Versus Long-term Perspectives

- Characteristics of a long-term recovery perspective
 - Developing a recovery plan
 - Establishing a temporary building moratorium
 - Conducting an in-depth damage assessment
 - Integrating hazard mitigation techniques into reconstruction
 - Identifying local resources
 - Involving the public
 - Identifying sustainable recovery objectives
 - Linking recovery objectives with existing community goals

Short-term Versus Long-term Perspectives

- Short-term perspective outcomes
 - Reduced economic viability
 - Increased hazard vulnerability
 - State or federal paternalism
 - Out migration of residents
 - Declining tax base
 - Declining sense of place

Short-term Versus Long-term Perspectives

- Long-term perspective outcomes
 - Greater economic viability
 - Reduced hazard vulnerability
 - Greater environmental well being
 - Enhanced public health
 - Enhanced community self-reliance
 - Increased tax base
 - Enhanced sense of place

Disasters as a Clarifying Agent

- Disasters - exposing problematic and beneficial societal, economic and organizational relationships
 - Existing social dynamics
 - Disenfranchisement and conflict
 - Social vulnerability
 - Politics and power
 - Inter-governmental relationships
 - Charitable and unscrupulous acts

Disasters as a Clarifying Agent

- Race and class
- Rules, eligibility requirements and bureaucracy
- Efficacy and equity of recovery assistance
 - Defeatist attitude
 - Identification of a recovery advocate
- Racism / differential treatment
 - Recovery process

Disasters as a Clarifying Agent

- The poor and disaster recovery
 - Access to resources
 - Recovery program design
 - Long term de-stabilizing impact
 - Lodging costs
 - Shelter
- Exposing the fragility of organizational relationships
 - Federal-state partnership
 - State-local relationship

Inter-governmental Relationships

- Intergovernmental emergency management policy process (Mushkatel and Welschler 1985)
 - Intergovernmental emergency management policy process
 - Policy tasks
 - Policy outcomes

Inter-governmental Relationships

- Intergovernmental emergency management policy process matrix
 - Challenges
 - Local capability to formulate, adopt, implement and evaluate hazards policy
 - Amending federal and state policy to meet local needs
 - Managing federal assistance
 - Shared policy system
 - Monitoring policy effectiveness
 - Maintaining adequate resource development

Inter-governmental Relationships

- Strategic choices guiding recovery (Rubin and Barbee 1985)
 - The ability to act
 - A reason to act
 - Knowledge of what to do
 - Political awareness and astuteness
 - Awkward and contentious relationships
 - Federal-local relationship

Inter-governmental Relationships

- Bridging inter-governmental relations
 - Federal Interagency Hazard Mitigation Team
 - Active, long-term participation of stakeholders
 - Tangible benefits
 - Bringing together diverse parties to address local recovery needs
 - A group of experts have evolved over time
 - Creation of state and local-level teams

Supplemental Consideration

- Discuss Mushkatel and Weschler's article, *Emergency Management and the Intergovernmental System* and Rubin and Barbee's article, *Disaster Recovery and Hazard Mitigation: Bridging the Intergovernmental Gap*.
 - Refining the Intergovernmental Emergency Management Policy Process to include “strategic choices”
 - Applications to the Kinston, North Carolina case study

Case Study

Disasters as Opportunity: Hurricanes Fran and Floyd in Kinston, North Carolina

- Overview
- Race, the buyout and relocation
- The City of Kinston Urban Growth Plan: linking mitigation, recovery and sustainable redevelopment
- Housing and Employment Leading people to Success, and Call Kinston Home: implementing locally-driven initiatives
- Linking mitigation and recovery goals with broader community objectives
- Summary and conclusions

Case Study

- Discussion topics – Session 3 objectives
 - The disaster recovery process
 - Disasters as opportunity
 - Short-term versus long-term perspectives
 - Disasters as a clarifying agent
- Additional questions
 - Which recovery model best describes the path taken by the City of Kinston?
 - How did Kinston officials take advantage of recovery opportunities following Hurricane's Fran and Floyd?
 - Describe the perspective taken by the City of Kinston
 - Describe specific social issues and relationships highlighted during recovery

Supplemental Considerations

- Compare the City of Kinston, North Carolina case study, the topics discussed in Session 3 and Planning for Post-Disaster Recovery and Reconstruction, Chapter 3.
 - Long-term versus short-term approach
 - Tangible outcomes
 - Describe immediate post-disaster decisions that affected long-term recovery goals
 - Other actions to consider?
 - Post-disaster opportunities