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 intragovernmental 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 or 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
  - Enrenched 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
  - 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