

G0205: Recovery from Disaster: Local Community Roles

Student Manual

Date Released: 07/2021



FEMA

Contents

Unit 1: Introduction.....	1
Unit 2: Why Recovery and Pre-Disaster Planning is Important.....	10
Unit 3: How to Develop a Recovery Plan.....	43
Unit 4: Building Toward Resilience	74
Unit 5: Leading and Managing Recovery	86
Unit 6: Course Conclusion.....	129

Unit 1: Introduction

Visual 1: Unit 1 - Recovery from Disaster: Local Community Roles



Visual 2: Course Administration

- Registration Logistics
- Facility Orientation
- Daily Schedule
- Course Materials



Course Materials



Student Manual

Student Manual: The Student Manual contains copies of visuals used in the course along with major content points and a place to take notes.

Course Reference Library: You will be given access to a Course Reference Library containing documents and references that will be useful for your recovery program. The Course Reference Library will be distributed by the instructors.

Recovery Plan: Please share your local recovery plan with the instructors if you brought it. You will be able to refer to it during the pre-disaster recovery plan review.

Agenda: Please refer to the agenda as the schedule and topics are presented.

Visual 3: Course Expectations

- Course design
- Expectations for attendance and participation
- Successful course completion



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Course design: This course includes a mix of presentations, discussions, and group activities.

Planning: One of the goals of this course is to provide you with the opportunity to discuss the need to develop an outline for a pre-disaster recovery plan for your community if you do not currently have a plan, or consider enhancements to your existing pre-disaster recovery plan.

Expectations for attendance and participation: You are responsible for your own learning, including attendance at all sessions, participation in all activities, and contributing to the course as a team member.

Successful course completion: Successful course completion is based on attending the entire course and participating in all discussions and activities.

Visual 4: Introductions

- Name
- Community
- Most recent disaster recovery experience
- Expectations for the course
- Fun fact



Visual 5: Course Objectives

After completing this course, you should be able to:

- Demonstrate an increased knowledge of local government responsibilities and challenges associated with disaster recovery.
- Explain the need to develop, revise, and/or implement a pre-disaster recovery plan.
- Apply an increased understanding of recent "lessons learned" in disaster recovery at the local level.

Major Outcomes and Objectives

The following is an overview of the major outcomes and objectives of each unit in the course.

Unit 2: Why Recovery and Pre-Disaster Planning is Important

In Unit 2, you will learn about foundational concepts in disaster recovery and disaster recovery planning. You will discuss the possible challenges you may experience in your community and be introduced to the activities that occur along the National Disaster Recovery Framework (NDRF) Recovery Continuum.

Unit 2 Objectives:

- Describe how your roles and responsibilities change as the disaster transitions from response to recovery.
- Explain key activities occurring along the National Disaster Recovery Framework (NDRF) Continuum.
- Analyze how your community will work with recovery resources available following a disaster.



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Unit 3: How to Develop a Recovery Plan

Unit 3 surveys FEMA's most current national guidance on pre-disaster recovery planning for local governments. Key Activities in pre-disaster recovery planning will be discussed.

Unit 3 Objectives

- Differentiate between pre- and post-disaster recovery plans.
- List the six steps to develop a local pre-disaster recovery plan.
- Develop a recovery planning timeline for project completion.
- List other resources used to develop a local pre- and post-disaster recovery plan.

Unit 4: Building Toward Resilience

In Unit 4, you will consider ways that community stakeholders and disaster recovery partners can examine and implement methods to build resilience into the recovery efforts.

Unit 4 Objectives

- Define the impact of your community's philosophy about recovery.
- Describe best practices for integrating resilience into recovery.

Unit 5: Leading and Managing Recovery

In Unit 5, you will discuss how a disaster recovery effort can be organized, managed, and led. Challenges faced by recovery managers during the disaster recovery process are explored.

Unit 5 Objectives

- Identify differences between leadership and management in terms of recovery.
- Describe the actions a community leader can take to lead the community through recovery.
- Describe the function of a Community Recovery Committee.
- Analyze how recovery will impact the numbers and types of staff needed by the community.
- Identify sources of financial assistance available to the community.
- Explain the impact of various phases of disaster recovery on the morale of the community.

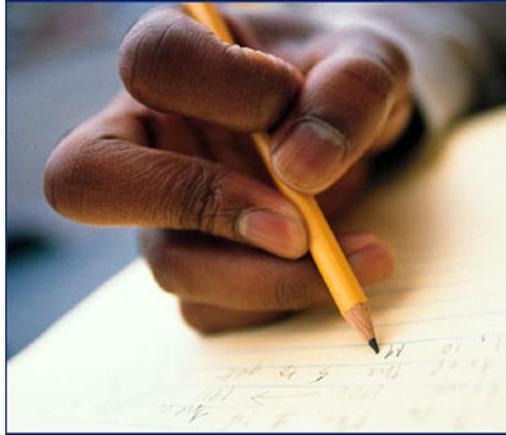
Unit 6: Course Conclusion

In this unit, you will review the major concepts of the class and discuss your plans for the future of your recovery plan.

Visual 6: Discussion

Any questions?

Visual 7: Pre-Course Assessment (Optional)



Unit 2: Why Recovery and Pre-Disaster Planning is Important

Visual 1: Unit 2 Objectives

After completing this unit, you will be able to:

1. Describe how your roles and responsibilities evolve as the disaster transitions from response throughout the phases of recovery.
2. Explain key concepts of the National Disaster Recovery Framework (NDRF) and how they affect your community.
3. Analyze how your community will work with recovery resources available following a disaster.



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Unit 2: Why Recovery & Pre-Disaster Planning is important focuses on the practical concepts supporting local government recovery efforts. Changing actions, roles, and responsibilities of local government personnel as a disaster evolves from response to recovery will be discussed.

It also allows you to check online resources to analyze how the federal and state governments, as well as organizations in the private sector, can assist your community during recovery.

Visual 2: Activity 2.1: Devastation in Your Community

Purpose:

Imagine moving your community from disaster to resilience following a disaster.

Instructions:

- Think of a disaster that has the potential to impact your community.
- Close your eyes and imagine the disaster and its impacts.
- What is your first concern?

ACTIVITY 2.1

Devastation in Your Community

Purpose

Imagine moving your community from disaster to resilience following a disaster.

Instructions



Activity

1. Think of a disaster that has the potential to impact your community. If you're in California or Tennessee, it could be an earthquake. If you're in the Southeast, it could be a hurricane. If you are from other states, territories or tribes, you could face tornadoes, landslides, or terrorist incidents.
2. Now close your eyes and imagine the disaster and its impacts. Your community is devastated. Many people are hurt and homeless and road, bridges, hospitals and schools have been impacted. Electricity and water services are out, and telephone service is spotty.
3. What is your first concern?

Visual 3: After the Disaster

Priority: Saving lives

Effort: Stabilization of lifelines

A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.



Table of Community Lifelines

Lifeline	Components	Description
Safety and Security	<ol style="list-style-type: none"> 1. Law Enforcement/Security 2. Fire Service 3. Search and Rescue 4. Government Service 5. Community Safety 	Law enforcement and government services, as well as the associated assets that maintain communal security, provide search and rescue and firefighting capabilities, and support public safety. Includes impending risks to impacted communities, public infrastructure, and national security concerns.
Food, Water, Sheltering	<ol style="list-style-type: none"> 1. Food 2. Water 3. Shelter 4. Agriculture 	Support systems that enable the sustainment of human life, such as food retail and distribution networks, water treatment, transmission and distribution systems, housing, and agriculture resources.
Health and Medical	<ol style="list-style-type: none"> 1. Medical Care 2. Public Health 3. Patient Movement 4. Medical Supply Chain 	Infrastructure and service providers for medical care, public health, patient movement, fatality management, behavioral

Lifeline	Components	Description
	5. Fatality Management	health, veterinary support, and the medical industry.
Energy (Power & Fuel)	1. Power Grid 2. Fuel	Electricity service providers and generation, transmission, and distribution infrastructure, as well as gas and liquid fuel processing, and delivery systems.
Communications	1. Infrastructure 2. Responder Communications 3. Alerts, Warnings, and Messages 4. Finance 5. 911 and Dispatch	Infrastructure owners and operators of broadband internet, cellular and landline telephone networks, cable services, satellite communications services, and broadcast networks (radio/television). These systems encompass diverse modes of delivery, often intertwined but largely operating independently. Services include alerts, warnings, and messages, 911 and dispatch, and access to financial services.
Transportation	1. Highway/ Roadway/ Motor Vehicle 2. Mass Transit 3. Railway 4. Aviation 5. Maritime	Multiple modes of transportation that often serve complementary functions and create redundancy, adding to the resilience in overall transportation networks. This includes roadway, mass transit, railway, aviation, maritime, and intermodal systems.
Hazardous Materials	1. Facilities 2. HAZMAT, Pollutants, Contaminants	Systems that mitigate threats to public health or the environment. This includes facilities that generate or store

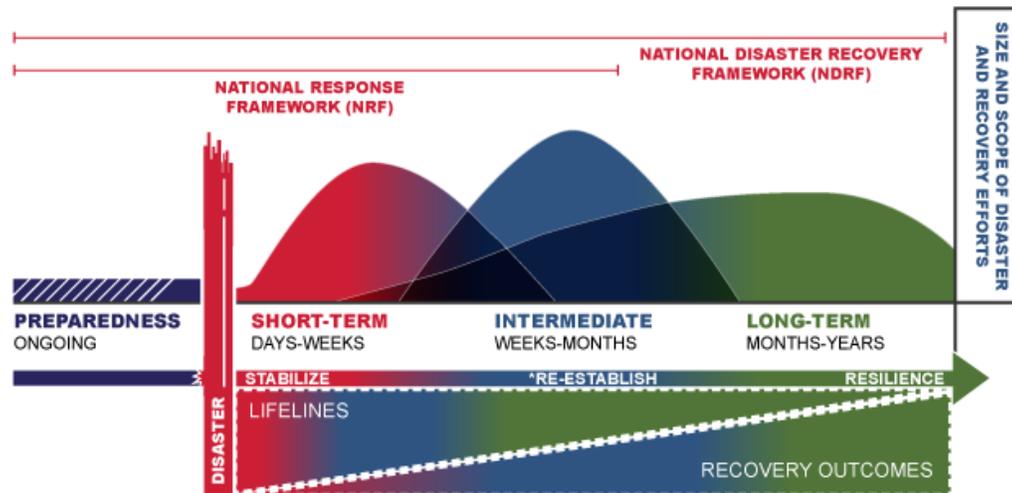
Lifeline	Components	Description
		hazardous substances, as well as all specialized conveyance assets and capabilities to identify, contain, and remove pollution, contaminants, oil, or other hazardous materials and substances.



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Table 1: Community Lifelines Description (page 12) in the [FEMA Incident Stabilization Guide](https://www.fema.gov/sites/default/files/2020-05/IncidentStabilizationGuide.pdf) available at <https://www.fema.gov/sites/default/files/2020-05/IncidentStabilizationGuide.pdf>.

Visual 4: Moving Toward Recovery



This visual shows that as a community stabilizes the lifelines, it will evolve to focus on recovery outcomes.

Your community determines the recovery outcomes. What does recovery look like to you? Is it a green community? Is it a different approach to housing that incorporates taller buildings on less land? Is it a series of parks, bike trails, and floodplains so that no structures are impacted when the area floods?



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In this course, we will discuss how your pre-disaster recovery plan outlines what your recovery looks like and how your community will create a successful plan. Support may or may not be available from the State and/or Federal government, so we will talk about the legislation that impacts disaster plans, as well as guidance to use in planning for the future.

We will also focus on your roles and responsibilities and how they will evolve as you move towards recovery.

Visual 5: Comprehensive Scope

Recovery efforts serve people, their culture and their place.

Recovery efforts address a continuum.

- Individual survivor needs
- Community and surrounding environment needs



Comprehensive scope includes the need to plan and operate recovery programs and organizations with the understanding that efforts serve people, their culture, and their place. Recovery efforts must address a continuum that includes individual survivor needs as well as the needs of the community and the surrounding environment.

As reported in the International Capital Market Association (ICMA) document, Tim Gleason, City Administrator of Washington, Illinois, during recovery from its 2013 tornado, made two difficult decisions that positively impacted long term recovery. Both decisions, controversial with many, were driven because the tornado hit on November 17, late in the fall. Knowing the potential for snow and cold, Gleason concluded that two things had to happen as quickly as possible: people needed to have electricity and other utilities restored, and the debris had to be removed.

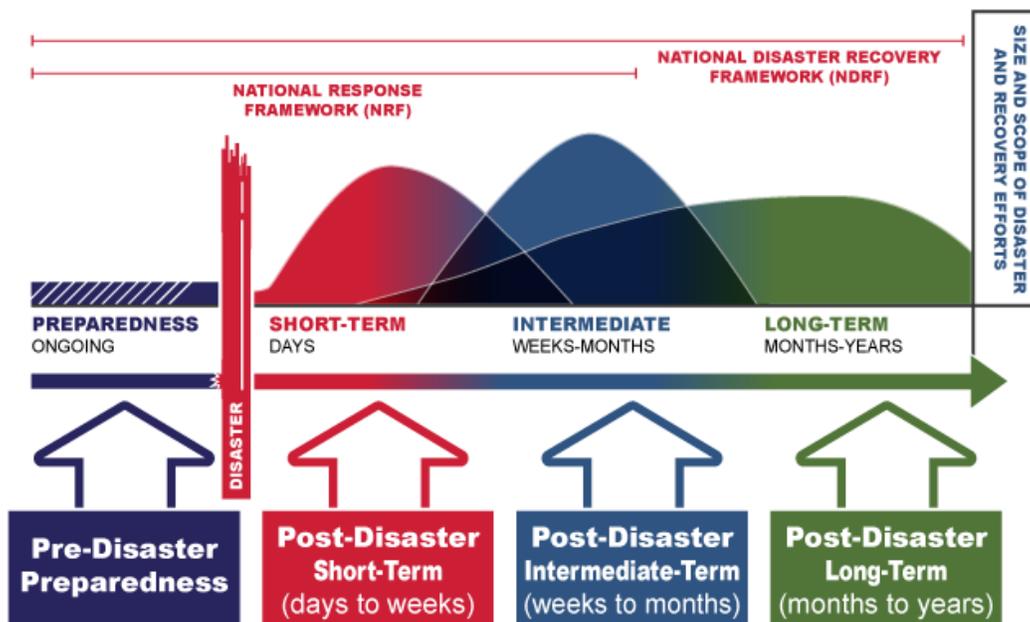
His first hard decision was not to let homeowners back into the damaged area so that electricity and other utility crews could work unimpeded and make repairs. His second controversial decision was to use city crews to remove the debris. This was against advice from both FEMA and the State to wait for homeowners' private insurance to take care of it. Gleason believed waiting would delay recovery both physically and emotionally. He said, "It was our disaster, and we were not relinquishing to FEMA or anyone else. We knew our community better than anyone outside of the community) and we had to do what was right for the people we served." (pg. 21, ICMA)



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Visual 6: NDRF Recovery Continuum

Includes four stages of activities...



Recovery involves a series of linked activities that overlap, or occur simultaneously, and move the community toward a successful recovery over time. The Recovery Continuum depicts the level of effort associated with each phase of recovery. It is important to understand that actions taken before a disaster (pre-disaster preparedness) and those taken in the early stages of recovery will impact the recovery process.



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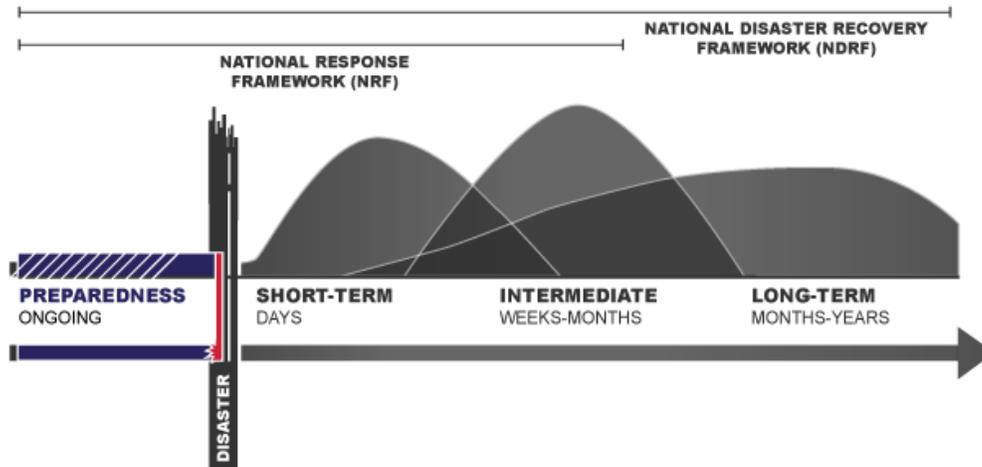
The Recovery Continuum includes four stages of activities:

1. Pre-Disaster Preparedness
2. Post-Disaster Short-Term (days to weeks)
3. Post-Disaster Intermediate-Term (weeks to months)
4. Post-Disaster Long-Term (months to years)

This graphic is adapted from FEMA, 2016, National Disaster Recovery Framework: Strengthening Disaster Recovery for the Nation. Figure 1. Recovery Continuum-description of activities by phase, p. 11.

Visual 7: Pre-Disaster Preparedness

- Pre-disaster recovery planning
- Mitigation planning and implementation



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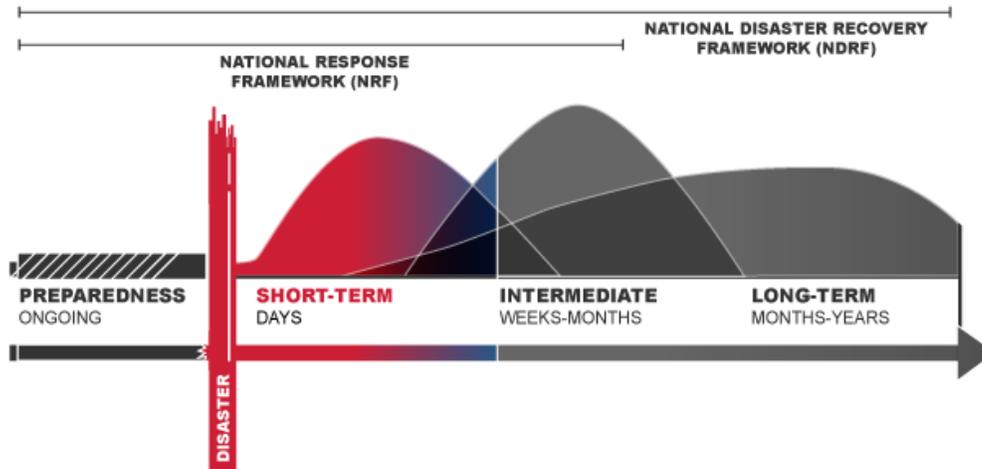
During the Pre-Disaster Preparedness phase, examples of activities would include:

- Pre-disaster recovery planning
- Mitigation planning and implementation

Response can often run concurrently with short- and intermediate-term recovery.

Visual 8: Post-Disaster Short-Term (Days-Weeks)

- Mass care/sheltering
- Debris clearance



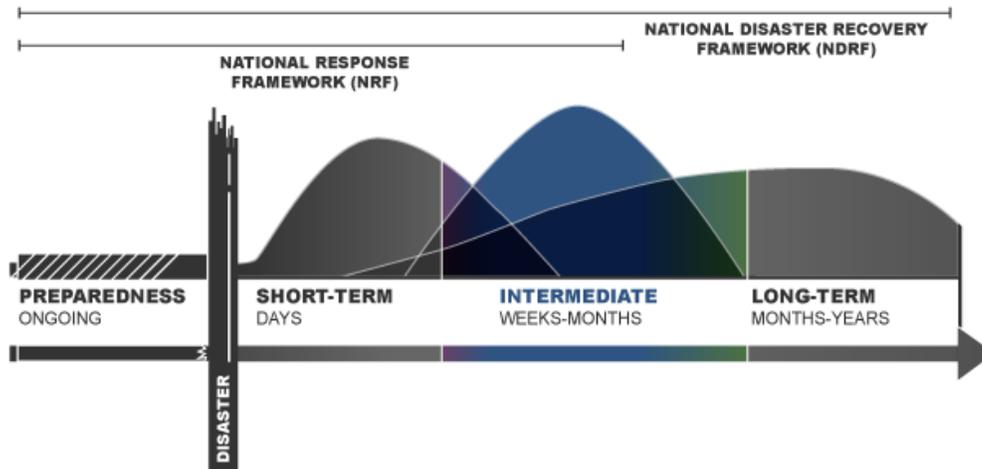
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During the Post-Disaster Short-Term (days to weeks), examples of activities would include:

- Mass care/sheltering: Including the provision of integrated mass care and emergency services
- Debris clearance: Initial focus is on clearing routes for transportation and safety

Visual 9: Post-Disaster Intermediate-Term (Weeks-Months)

- Interim housing
- Infrastructure repair



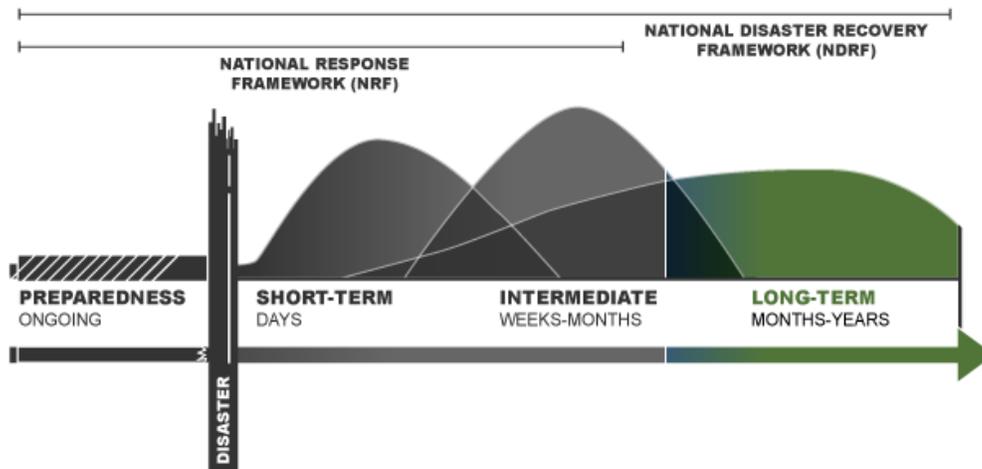
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During the Post-Disaster Intermediate-Term (Weeks-Months), example activities include:

- Housing – Provide accessible interim housing solutions
- Infrastructure repair – Plan immediate infrastructure repair and restoration

Visual 10: Post-Disaster Long-Term (Months-Years)

- Permanent housing
- Infrastructure rebuilding



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During the Post-Disaster Long-Term (Months-Years) example activities include:

- Housing – Develop permanent housing solutions
- Infrastructure repair – Rebuild infrastructure to meet future community needs

The NDRF Recovery Continuum Description by Phase

Recovery Phase	Pre-Disaster Preparedness	Short-Term Recovery	Intermediate Recovery	Long-Term Recovery
	<p>Pre-Disaster recovery planning</p> <p>Community capacity and resilience building</p>	<p>Mass care/Sheltering</p> <ul style="list-style-type: none"> • Provide integrated mass care and emergency services 	<p>Housing</p> <ul style="list-style-type: none"> • Provide accessible interim housing solutions 	<p>Housing</p> <ul style="list-style-type: none"> • Develop permanent housing solutions
	<p>Debris management plan</p>	<p>Debris</p> <ul style="list-style-type: none"> • Clear primary transportation 	<p>Debris/Infrastructure</p> <ul style="list-style-type: none"> • Initiate debris removal • Plan immediate infrastructure repair and restoration 	<p>Infrastructure</p> <ul style="list-style-type: none"> • Rebuild infrastructure to meet future community needs
	<p>Conducting disaster preparedness exercise</p> <p>Partnership building</p>	<p>Business</p> <ul style="list-style-type: none"> • Establish temporary or interim infrastructure to support businesses • Reestablish cash 	<p>Business</p> <ul style="list-style-type: none"> • Support reestablishment of business where appropriate • Support the establishment of business 	<p>Business</p> <ul style="list-style-type: none"> • Implement economic revitalization strategies • Facilitate funding for business rebuilding

Recovery Phase	Pre-Disaster Preparedness	Short-Term Recovery	Intermediate Recovery	Long-Term Recovery
		flow	recovery one-stop centers	
	<p>Articulating protocols in disaster plans for services to meet the emotional and health care needs of adults and children</p>	<p>Emotional/Psychological</p> <ul style="list-style-type: none"> Identify adults and children who benefit from counseling or behavioral health services and begin treatment <p>Public Health and Health Care</p> <ul style="list-style-type: none"> Provide emergency and temporary medical care and establish appropriate surveillance protocols 	<p>Emotional/Psychological</p> <ul style="list-style-type: none"> Engage support networks for ongoing care <p>Public Health and Health Care</p> <ul style="list-style-type: none"> Ensure continuity of care through temporary facilities 	<p>Emotional/Psychological</p> <ul style="list-style-type: none"> Follow-up for ongoing counseling, behavioral health, and case management services <p>Public Health and Health Care</p> <ul style="list-style-type: none"> Reestablishment of disrupted health care facilities
	Mitigation planning and implementation	<p>Mitigation Activities</p> <ul style="list-style-type: none"> Assess and understand 	<p>Mitigation Activities</p> <ul style="list-style-type: none"> Inform community 	<p>Mitigation Activities</p> <ul style="list-style-type: none"> Implement mitigation

Recovery Phase	Pre-Disaster Preparedness	Short-Term Recovery	Intermediate Recovery	Long-Term Recovery
		<p>d risks and vulnerabilities</p>	<p>members of opportunities to build back stronger</p>	<p>n strategies</p>

Visual 11: Common Recovery Challenges

- Leadership and authority
- Staffing for recovery
- Communication and engagement
- Operational coordination
- Effective recovery planning
- Financial and portfolio management
- Long-term impact and needs assessment

These challenge areas were initially identified through an analysis of data, reports, and other documents provided by working group members. Additional review of available literature helped to develop this analysis, which is intended to provide the Working Group with further insight into the factors associated with each challenge area, and to highlight specific opportunities for FEMA components to further support State, Local, Tribal, and Territorial (SLTT) recovery capacity building efforts.

1. Leadership and authority
 - Unclear roles and responsibilities
 - Competing priorities
 - Conflicting guidance across programs or agencies
2. Staffing and recovery
 - Inability to retain institutional knowledge (e.g., due to high staff turnover)
 - Difficulty finding staff with necessary skillsets and expertise
 - Lack of well-defined processes and step-by-step procedures
3. Communication and engagement
 - Setting unrealistic expectations
 - Lack of citizen participation
 - Opaque decision-making
4. Operational coordination
 - Lack of expertise and authority to directly address core recovery challenges and maintain stakeholder engagement
 - Ad-hoc recovery coordination structures established without a clear mission or adequate resources
 - No common set of indicators applied in pre-disaster plans or as part of the long-term recovery process to track and report progress
5. Effective recovery planning
 - Lack of awareness and/or understanding
 - Lack of plan integration
 - Political and public pressure post-disaster to "return to normalcy"



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and focus on "quick wins"

6. Financial and portfolio management

- Lack of a recovery financing strategy
- Inexperience with complicated programs (varying eligibility criteria, application processes, regulations, reimbursement requirements)
- Account for, monitoring, and applying funds from new funding sources (e.g., online social contribution sites)

7. Long-term impact and needs assessment

- Timing of Rapid Needs Assessments (RNA) and Preliminary Damage Assessments (PDA) do not capture the long-term effects
- Multiple program-driven damage assessment processes (USDA, HUD, American Red Cross) are not always fully aligned or integrated
- Interrelation of primary, secondary, and tertiary impacts are not understood or addressed

Do any of these sound familiar to you?

Visual 12: Well-Managed Recovery

- Developing pre-disaster partnerships
- Leveraging available resources
- Establishing guidance for transition from response to recovery
- Planning for surging personnel demands post-disaster



Well-managed recovery includes characteristics such as developing pre-disaster partnerships at all levels of government, with the private sector, and with NGOs; effectively leveraging resources; seeking out and successfully using outside resources; establishing guidance for the transition from response to recovery; and planning for surging personnel demands post-disaster.

Jane Brautigan, City Manager of Boulder, CO, noted that while they had engaged in robust preparation for emergency management response, they did not have an advance plan for handling significant disaster recovery operations. Having such a plan would have been helpful in the recovery from the floods in 2013. (International Capital Market Association [ICMA] Report)



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Mark Rohr, City Manager from Joplin, had this advice in Joplin Pays It Forward. “Local leadership is an essential ingredient. There will be many that come to assist you, including FEMA and SEMA (State Emergency Management Agency) – both helpful organizations. But as time goes on, the people change. The organization still exists, but representatives have changed, which can impact processes - depending on their scope of knowledge of the situation - as well as work ethic and personalities. It comes down to the local leadership. We are the ones setting the pace, and these agencies are working for us. And they do, but you have to provide the direction in where you want them to go. They will tell you that they can enhance local leadership, but they cannot take its place.”

The following reference guide may give your community a leg up on disaster grants before the disaster. The FEMA New Recipients of Disaster Grants Guide is intended to provide streamlined guidance to state, territorial, and tribal governments on the essential elements of Public Assistance (PA),

Individual Assistance (IA), and Hazard Mitigation Grant Program (HMGP) and required actions to request, initiate, and receive FEMA disaster assistance grants. In Joplin Pays It Forward, the district staff from the Office of Congressman Bill Long MO-07, gave the following advice about FEMA programs: “Familiarize yourself with Individual Assistance, Individuals & Households Program including Housing Assistance, Other Needs Assistance, Disaster Unemployment Assistance and Crisis Counseling Assistance. Public Assistance will come at a later date, but it would benefit you to learn as much as you can.”

Federal Emergency Management Agency, May 2019. [FEMA New Recipients of Disaster Grants Guide](#), available

at https://www.fema.gov/sites/default/files/2020-04/new-recipients-of-disaster-grants-guide_2019.pdf

The following Independent Study (IS) Courses provide an introduction to the FEMA PA programs:

- [IS-1000 Public Assistance Program and Eligibility](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1000>
- [IS-1002 FEMA Grants Portal – Transparency at Every Step](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1002>
- [IS-1005 Public Assistance Alternative Procedures](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1005>
- [IS-1006 Documenting Disaster Damage and Developing Project Files](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1006>
- [IS-1009 Conditions of the Public Assistance Grant](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1009>
- [IS-1014 Integrating 406 Mitigation Considerations into Your Public Assistance Grant](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1014>
- [IS-1016 Environmental and Historic Preservation \(EHP\) Considerations/Compliance for Public Assistance Grants](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1016>

The following IS Courses provide an introduction to the FEMA HMGP:

- [IS-1014 Integrating 406 Mitigation Considerations into Your Public Assistance Grant](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-1014>
- [IS-158 Hazard Mitigation Flood Insurance in Disaster Operations](#). Course information available at: <https://training.fema.gov/is/courseoverview.aspx?code=IS-158>

- [IS-162 Hazard Mitigation Floodplain Management in Disaster Operations](https://training.fema.gov/is/courseoverview.aspx?code=IS-162). Course information available at:
<https://training.fema.gov/is/courseoverview.aspx?code=IS-162>
- [IS-212.b Introduction to Unified Hazard Mitigation Assistance \(HMA\)](https://training.fema.gov/is/courseoverview.aspx?code=IS-212.b). Course information available at:
<https://training.fema.gov/is/courseoverview.aspx?code=IS-212.b>
- [IS-318 Mitigation Planning for Local and Tribal Communities](https://training.fema.gov/is/courseoverview.aspx?code=IS-318). Course information available at:
<https://training.fema.gov/is/courseoverview.aspx?code=IS-318>
- [IS-393.b Introduction to Hazard Mitigation](https://training.fema.gov/is/courseoverview.aspx?code=IS-393.b). Course information available at:
<https://training.fema.gov/is/courseoverview.aspx?code=IS-393.b>

Visual 13: Effective Decision-Making and Coordination

- Defining stakeholder roles and responsibilities
- Coordinating response and recovery functions
- Making informed and timely decisions
- Establishing ways to measure and track recovery



Effective decision-making and coordination include characteristics such as defining stakeholder roles and responsibilities; coordinating response activities with corresponding recovery functions; examining recovery alternatives, addressing conflicts, and making informed and timely decisions; and establishing ways to measure and track progress, ensure accountability, make adjustments, and reinforce realistic expectations.

Dan Paranick, Interim City Manager for Ventura, CA, following the 2017 Thomas Fire. “I can’t emphasize enough the planning process right out of the gate, taking the time during the chaos to develop calm and get in a room with principals from partner agencies and take an hour or two to set some ground rules and put a plan together. This is extremely important in a multi-agency environment. Take the time: while it may be emotional and frantic, calmly go over roles and responsibilities and philosophical approach; establish those working relationships and the communication protocol.”



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For an event with a long-term recovery, he offers this advice: “The immediate crisis moment may last twenty-four hours, and then you’ve got a period of four to five days cleaning up. Once that emotion dies down, you can lose sight that this thing is here to stay for months, if not a couple of years. You must remind the organization that this is a long-term event and that we cannot let up; we have to remain focused.” (pg. 22 and 23, ICMA)

In Joplin Pays It Forward, Steve Castaner – Former FEMA Region VII Branch Chief for Long-Term Community Recovery and Federal Disaster Recovery Officer highlights the following three key concepts:

“First, I have concluded that all you need to know for recovery can be learned from Kung Fu Panda (and this was confirmed by the people of

Joplin) when Po reveals that 'there is no secret ingredient.' There is no magic checklist - it's only you, your team, your community, and your community's vision. If you can see and believe in the future, you can make the future exciting and motivating.

"I was familiar with several of the leaders in Joplin prior to the disaster. It was a high-performing community before the tornado, so it came as no surprise that they were a high-performing community after the disaster. Great leadership and stewardship exists at the expected places like the City and School District but, it has been successful due to other leaders such Rob O'Brian, President of the Chamber; Troy Bolander, City Planner; Jane Cage, Chairman of the CART, and many, many more.

"Each [person was] able to build on their existing role as a community leader and respond to the call of the disaster. Among their many contributions, Rob positioned the Chamber to be the voice of business perspectives; Troy navigated hundreds of "chicken or egg" decisions every week to make sure the many existing community plans were woven into the recovery; and Jane confirmed that every voice in the community would be heard and would be considered important.

"Second, disaster recovery is only two things, Communication and Decision Making. Yes, this is an almost crass oversimplification, because despite stating that it is only two things, disaster recovery is convoluted, circular, dysfunctional, frustrating, and complex. It is too fast and, at the same time, too slow. Focusing on one element only means that there is a neglect of another. No one seems to be pleased, no matter how hard everyone works. Decisions must be made at every step, sometimes quickly and sometimes only perceived as needed quickly.

"Communication is not the dissemination of a decision, but the effort and inclusion of the appropriate people and organizations to make the right decision. It can't happen without good communication. Informing the public about what is happening is only a small element of communication. To make good decisions leaders must be able to understand who is part of the decision, who can provide supporting information, who can support the decision, and who can carry the message of the decision.

"Ultimately all things come down to decisions. There are so many [decisions] at every moment, and many come with huge political and personal repercussions. As a former FEMA employee, I can attest to the long hours and pressure our staff has to support communities and states, but I am very cognizant that our jobs are easy compared to someone that is going to live with those decisions on a daily basis for years to come. Decisions don't have to be perfect. Therefore the process used for a decision is as important as the decision. After all, even when a decision is made, it needs to be carried out and that takes partners and resources throughout the community. If your partners and resources are affected by a decision yet don't have some ownership of it, the likelihood of successful completion diminishes greatly.

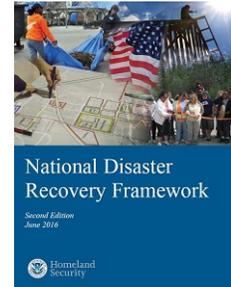
"Third, recovery is different than response. They are very clearly distinctive, yet there is no clear distinction when one transitions to the other. Decision processes, communication strategies, management and leadership styles, and leaders themselves all change between response and recovery. Depending on where an organization or project might be, those changes all happen at different times. The citizens of Joplin showed that they not only wanted to be part of the recovery process, they demanded it.

"With this distinction is the understanding that recovery is not the same thing to all people and all organizations. Every person and organization has a perception of what recovery is and when it is accomplished. Many definitions of it conflict with each other or dependent on one another. The one place that should bring them together is a recovery vision. Joplin used the Citizens Advisory Recovery Team (CART) to lead and to support this effort. The platform was used to remind us that everyone in the community plays a vital part in its success. Some great leaders served as great supporters throughout the process connecting their neighbors, businesses, and organizations to the future." (Joplin, page 131)

Visual 14: National Disaster Recovery Framework

The National Disaster Recovery Framework (NDRF) provides guidance on how all levels of government will work together following a disaster.

Read the first three paragraphs of the NDRF Executive Summary and be prepared to discuss the highlights.



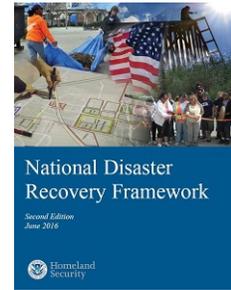
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The National Disaster Recovery Framework provides guidance that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

*Federal Emergency Management Agency. (Second Edition, June 2016). [National Disaster Recovery Framework, Second Edition \(Strengthening Disaster Recovery for the Nation\)](https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf). Available from FEMA's Resource & Document Library at https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf

Visual 15: NDRF Key Concepts

- Recovery guiding principles
- Roles and responsibilities
- Recovery Support Functions (RSFs)
- Recovery core capabilities in relation to RSFs
- Pre- and post-disaster recovery planning
- Overall process for sustainability



The National Disaster Recovery Framework (NDRF)* is a conceptual guide designed to ensure coordination and recovery planning before a disaster. It defines how we will work together following a disaster to best meet the needs of states, local and tribal governments, communities, and individuals in their recoveries. It is the first time a framework that has been developed at the national level that defines:



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- Roles and responsibilities of recovery coordinators and other stakeholders;
- Core capabilities
- A coordinating structure that facilitates communication and collaboration among all stakeholders;
- Guidance for pre- and post-disaster recovery planning; and,
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

*This section gives an overview of key concepts presented in the NDRF. To learn more about the NDRF, you may take FEMA's Independent Study course, [IS-2900.a:National Disaster Recovery Framework \(NDRF\) Overview](https://training.fema.gov/is/courseoverview.aspx?code=IS-2900.a), available at <https://training.fema.gov/is/courseoverview.aspx?code=IS-2900.a>.

Visual 16: Recovery Resources



Recovery Resources

1. Insurance
 - Often first source for reimbursements
2. Non-financial Resources
 - In-kind
 - Volunteers
3. Private Sector
 - Many national corporations have divisions focused on disaster recovery aid
 - Local companies may provide financial or in-kind aid
4. Voluntary and Non-Governmental Organization (NGO)
 - Most often focused on individual needs
 - There may be state/regional Voluntary Organizations Active in Disasters (VOAD) or Community Organizations Active in Disaster (COAD) already in place
 - Important to maintain dialogue and open communication
5. Professional Association and Academia
 - Sources for interns, planners, toolkits
 - Best practice documents from other communities
 - Applicable research

6. Philanthropy

- Donations may come related to foundation focus
- Be prepared to have a vehicle of your own to accept donations (Set up a 501C3)
- Grant writing

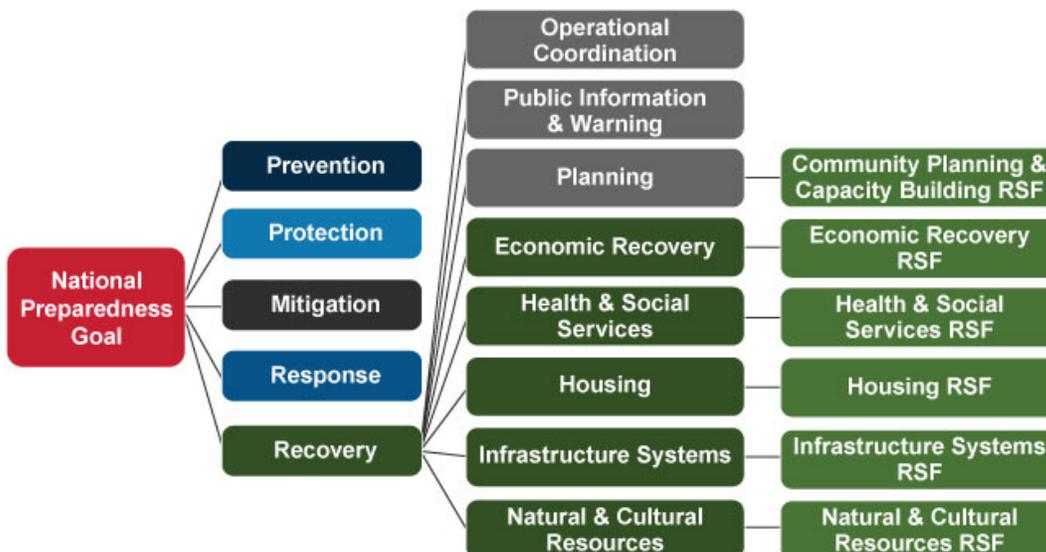
7. Federal Government

- Many agencies with specific resources but also specific requirements
- FEMA's intent is to restore a community to safe, sanitary conditions, not to make a community whole

8. State, Tribal, Territorial, Regional, and Local Government

- Own sources of funding
- Often agent/holder of Community Development Block Grant (CDBG) federal fund

Visual 17: Recovery Core Capabilities and RSFs



The Recovery Support Functions (RSFs) comprise the coordinating structure for key functional areas of assistance in the National Disaster Recovery Framework. Their purpose is to support local governments by facilitating, problem solving, improving access to resources, and by fostering coordination among State and Federal agencies, non-governmental partners and stakeholders.

The visual illustrates the correlation between the recovery core capabilities and Recovery Support Functions. As you see, there are three overarching across all mission areas and one is Planning. The Community Planning & Capacity Building RSF supports that core capability.

Some state, local, tribal, and territorial communities plan their recovery using the same key functional areas, although others chose different methods of grouping assistance.

In the next activity, we will explore the types of assistance generally grouped by RSFs and see how the organizations in your community would fit into these categories of assistance and be useful to your community as you plan your recovery.

Listed below are the outcomes for each RSF:

- Economic Recovery - Sustainable, diversified, resilient economy
- Community Planning, Capacity Building - Resilient recovery of state,



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local, tribal, and territorial communities

- Health and Social Services - Sustainable and resilient health, education, and social services systems
- Housing - Adequate, resilient, affordable housing
- Infrastructure - Restored, modernized, hardened, and resilient systems
- Natural and Cultural Resources - Preserved, conserved, rehabilitated, and restored natural, cultural, and historic resources

<https://eda.gov/disaster-recovery/>

This Department of Commerce, Economic Development Administration (EDA) website includes links to Disaster Success Stories, Disaster Funding, and a Resource Directory with information about EDA programs as well as specific contact information for EDA Regional Offices and Economic Development Districts.

EDA has a long history of successfully supporting disaster recovery and resiliency efforts. EDA's role in disaster recovery is to facilitate the timely and effective delivery of Federal economic development assistance to support long-term community economic recovery planning and project implementation, redevelopment and resiliency. EDA is uniquely positioned to coordinate regional disaster recovery efforts in partnership with its extensive network of Economic Development Districts (EDDs), University Centers, institutions of higher education and other partners in designated impact areas.

In one disaster success story (dated February 24, 2021) quoted on its website, the example focuses on how EDA used a locally-driven approach to development to support Butte County, California's, recovery from the Camp Fire.

“The Camp Fire devastated much of Butte County, California. Barely had the embers from the Camp Fire stopped smoldering than 3CORE — an Economic Development Administration (EDA) designated Economic Development District (EDD) serving Butte, Glenn, and Tehama counties in California's Central Valley — got to work on plans to rebuild. 3CORE programs were among the first activated to reinforce the region's crippled economy. Leveraging deep, community relationships forged over the organization's 35 years of locally-based work, 3CORE immediately enlisted a private bank to establish an emergency microlending program that distributed funds to address the most urgent needs of small business.

“Initially we thought recovery would take a couple years,” recalled Patty Hess, Executive-Director of 3CORE. “However, we soon realized that was unrealistic based on the magnitude of the disaster.”

“While more than 40 state and federal agencies descended on Butte County in the aftermath of the fire, EDA's locally-driven, bottom-up approach to disaster recovery brought something unique to the table.

“Malinda Matson [EDA Economic Development Representative for Northern

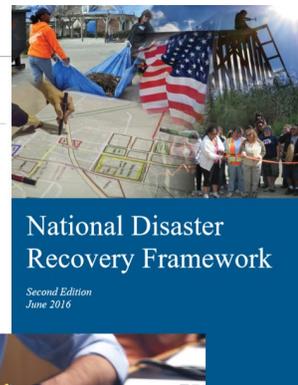
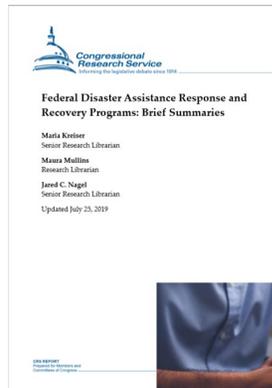
and Coastal California] came to us and asked, how can we support you?” said Chelsea Irvine, a former public information officer with the Small Business Administration who now works for 3CORE. “Sometimes federal agencies come in and know how to do everything and stomp their way around. This was completely different.”

“One area of concern 3CORE highlighted to Matson was the stress on infrastructure in Chico, the county’s principal city. The added pressure on municipal resources was the result of a sudden population shift that occurred when residents of devastated areas migrated to surviving communities. Because Chico wasn’t in the fire’s footprint, it was ineligible for public assistance from some agencies. EDA, however, was able to provide a \$13.3 million grant to the city to widen a critical two-mile stretch of Cohasset Road. This project, which will break ground in 2021, will not only improve access between three major job centers in north Chico but also increase capacity along a staging area used by first responders during natural disasters.

“To maximize the efficacy of the recovery, 3CORE and EDA collaborated with other federal and state agencies to support different, but complementary, pieces of the town’s recovery. In late 2020, for instance, EDA and the Federal Highway Administration (FHA) each awarded grants to Paradise to rebuild its transportation infrastructure. While the FHA grant will support the construction of up to 100 miles of roadway to replace what was destroyed or damaged by the fire, EDA’s contribution is financing the development of a new transportation master plan that will allow the town to reimagine itself as it heads into a post-fire future.”

Visual 18: Activity 2.2: Working with your Community Recovery Functions

- Your group will be assigned to one of the recovery support functions (RSFs).
- In your table group, use online resources to conduct research.
- Determine who you would want to support your community from the federal and state RSF.
- Be prepared to report your findings.



Activity 2.2: Working with Your Community Recovery Functions

Purpose: To explore the variety of disaster assistance programs available.

Directions:

1. Your group will be assigned one of the Recovery Support Functions (RSFs).
2. In your table group, read about your assigned RSF in the NDRF beginning on page 38.
3. Use online resources suggested below, as well as those of which you are aware, to research resources available to your community based on the RSF to which you have been assigned.
4. Be prepared to report your findings.



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Federal Emergency Management Agency. (Second Edition, June 2016). National Disaster Recovery Framework. Second Edition (Strengthening Disaster Recovery for the Nation). Available from FEMA's Resource & Document Library at [National Disaster Recovery Framework, Second Edition \(fema.gov\)](https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf) (https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf)

Congressional Research Services (2019). Federal Disaster Assistance Response and Recovery Programs: Brief Summaries. [Federal Disaster Assistance Response and Recovery Programs: Brief Summaries \(everycrsreport.com\)](https://www.everycrsreport.com/files/20190725_RL31734_d7a05762819afa3984c36bd17935670a7cae6097.pdf) (https://www.everycrsreport.com/files/20190725_RL31734_d7a05762819afa3984c36bd17935670a7cae6097.pdf)

Visual 19: Unit 2 Summary

You should now be able to:

1. Describe how your roles and responsibilities evolve as the disaster transitions from response to recovery.
2. Explain key activities occurring along the National Disaster Recovery Framework (NDRF) Continuum.
3. Analyze how your community will work with recovery resources available following a disaster.



Unit 3: How to Develop a Recovery Plan

Visual 1: Unit 3 Objectives

After completing this unit, you will be able to:

1. Differentiate between pre- and post-disaster recovery plans.
2. List the six steps to develop a local pre-disaster recovery plan.
3. Develop a recovery planning timeline for project completion.
4. List other resources used to develop a pre- and post-local disaster recovery plan.



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Unit 3: How to Develop a Recovery Plan focuses on the types of recovery plans and the practical concepts supporting local or tribal government recovery efforts. We will review several plans in this unit and determine what will work for your community.

At the end of this unit is a Recovery Planning Assessment Checklist that you can use as you build or improve your local recovery plan.

Visual 2: Pre-Disaster Recovery Plan (Strategic)

- Structure for managing recovery
- General policies and guidelines
- Hazard mitigation
- Adjustments in land-use policy and priorities
- Policies for funding of recovery activities
- Identify recovery resources

Focus on issues that communities will face regardless of the specific pattern of destruction a disaster may cause.



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A strategic pre-disaster recovery plan will address issues in a general way that can apply to any event that might occur, including acts of terrorism.

The strategic pre-disaster plan establishes a managerial structure for handling the recovery and defines general policies regarding issues like hazard mitigation, adjustments in land-use policy and priorities, and policies and procedures for funding of recovery activities.

Planners can focus on the policy issues that communities will face regardless of the specific pattern of destruction a disaster may cause.

Visual 3: Post-disaster Recovery Plan (Tactical)

- Developed after disaster has occurred
- Deals directly with the known consequences
- Distinguishing features:
 - Timing of preparation
 - Orientation towards physical planning and urban design



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A tactical post-disaster recovery plan is developed after the disaster has occurred to deal directly with the known consequences.

The distinguishing feature of tactical post-disaster plans is not only the timing of its preparation, but also its orientation toward physical planning and urban design.

This type of plan will include specific details about recovery projects, organizational priorities, and community recovery goals.

Visual 4: Activity 3.1: Review of Pre-and Post-Disaster Recovery Plans

Purpose:

- Assess the differences between pre- and post-disaster recovery plans
- Identify the benefits of each plan

Instructions:

- Table groups have two plans, a pre-disaster and post-disaster
- You will have 30 minutes to compare and contrast the two plans
- Select a spokesperson to provide a five-minute summation to the class



ACTIVITY 3.1

Review of Pre- and Post-Disaster Recovery Plans

This activity involves looking at two different types of recovery plans – one written in advance of the disaster (referred to as “Pre-Disaster”) and one written following the disaster event (referred to as “Post-Disaster”).

Purpose

To assess the differences between the plans and identify the benefits of each.

Instructions

Work within table groups to review a pre- and post- disaster plan. Four plans are provided in hard copy at each table. The electronic files for these two plans are included in the Course Reference Library. The plans can also be retrieved from the Internet via the URLs listed below.



Activity Pre-Disaster Recovery Plans

- Beaufort County Council. (2016). [Beaufort County Disaster Recovery Plan](https://e61bd15b-59c6-431d-ba25-5e91a0bf2345.filesusr.com/ugd/1b9a43_51c9aa10c7ae4f44b349da9b377dfef7.pdf), available at https://e61bd15b-59c6-431d-ba25-5e91a0bf2345.filesusr.com/ugd/1b9a43_51c9aa10c7ae4f44b349da9b377dfef7.pdf
- Homeland Security and Emergency Management Agency. (2014). [District Recovery Plan](https://hsema.dc.gov/sites/default/files/dc/sites/hsema/page_content/attachments/District%20Recovery%20Plan.pdf), available at https://hsema.dc.gov/sites/default/files/dc/sites/hsema/page_content/attachments/District%20Recovery%20Plan.pdf

Post-Disaster Recovery Plans

- Waterbury, Vermont. (2012). [Waterbury Long-Term Community](#)

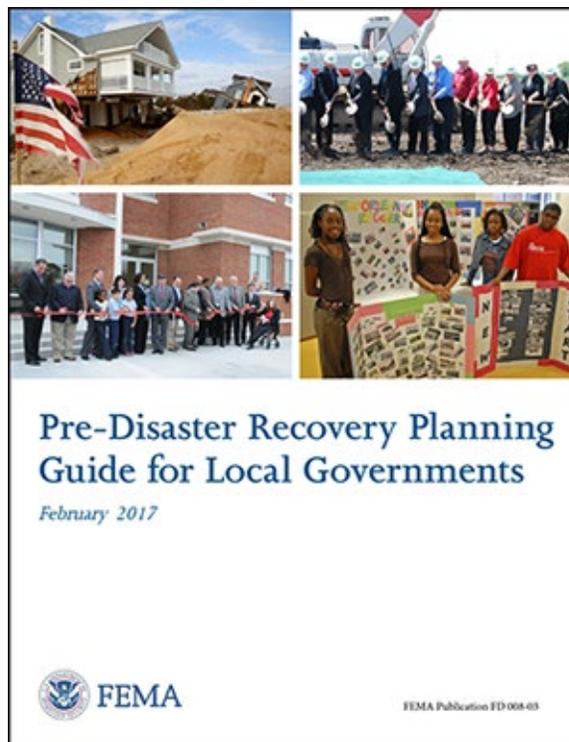
[Recovery Plan](https://www.waterburyvt.com/about/recovery/plan/), available at

<https://www.waterburyvt.com/about/recovery/plan/>

- Denham Springs, Louisiana. (2017). [Strategy for the Future Long-Term Community Recovery Plan](https://denhamstrong.com/wp-content/uploads/2017/12/Denham-Springs-Recovery-Plan-121217-Final.pdf), available at <https://denhamstrong.com/wp-content/uploads/2017/12/Denham-Springs-Recovery-Plan-121217-Final.pdf>
1. Your group will have 30 minutes to review and compare the two plans. It is possible to conduct the review solely on the table of contents and appendices of the different plans.
 2. Be able to answer the following 4 questions:
 - Who is the audience for each plan?
 - What is the purpose for each plan?
 - Is there a need to develop a pre- and post-recovery plan?
 - If so, what are the advantages or disadvantages to each of these approaches?
 3. Select a spokesperson to provide a 5-minute summary to the class.

Visual 5: Pre-Disaster Recovery Planning Guide for Local Governments

- Pre-Disaster Recovery Planning Guide for Local Governments (PDRPG-L)
- Guidance to local governments and community leaders on the pre-disaster recovery planning process



Assisting local governments in implementing the National Disaster Recovery Framework, Recovery Pre-Disaster Recovery Planning Guide for Local Governments (PDRPG-L) offers a range of interpretations, helpful hints, and case studies to ease the process of preparing a pre-disaster recovery plan.

The premise of this document is that effective pre-disaster planning is an important process that allows a comprehensive and integrated understanding of community objectives and connects community plans to guide post-disaster decisions and investments.

The purpose of the guidance is to help local governments take the leadership role in working with the members of their communities to develop recovery capabilities, organizational frameworks and plans. By following the planning process in PDRPG-L, communities will be able to create a written pre-disaster recovery plan that will aid them in effective management of recovery operations after a disaster.

While the Pre-Disaster Recovery Planning Guide for Tribal Governments has many of the same elements as the guide for local governments, there are some differences. The Tribal Guide is structured with three levels of activity that correspond to varying degrees of tribal capacity. We will use the table of



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contents and the information on page 3 of the Tribal Guide to illustrate this organization.

References:

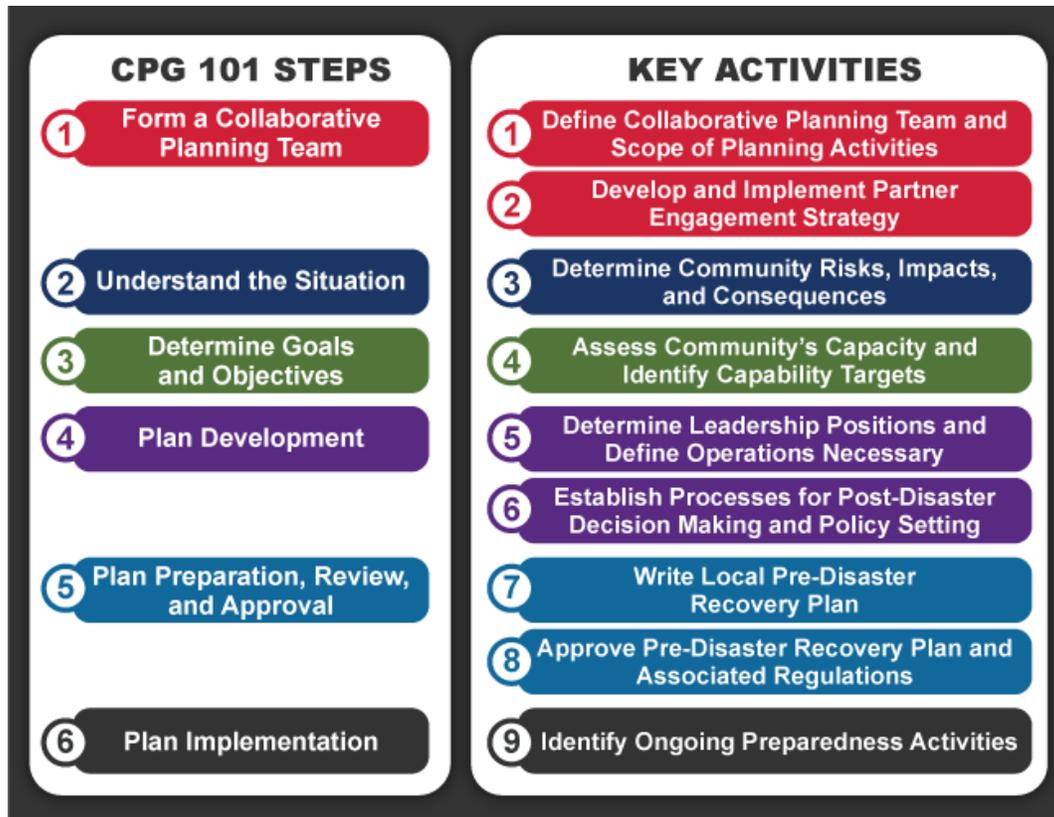
[Pre-Disaster Recovery Planning Guide for Local Governments \(2017\).](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf)

Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

[Pre-Disaster Recovery Planning Guide for Tribal Governments \(2019\).](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf)

Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf>

Visual 6: Planning Process



Comprehensive Preparedness Guide (CPG) 101 Steps

1. Form a Collaborative Team
2. Understand the Situation
3. Determine Goals and Objectives
4. Plan Development
5. Plan Preparation, Review and Approval
6. Plan Implementation and Maintenance



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The guidance for each of the Key Activities is intended to support and build upon the six steps and information included in CPG 101.

FEMA. (November 2010). [Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide \(CPG\) 101, Version 2.0](https://www.ready.gov/sites/default/files/2019-06/comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans.pdf), available at https://www.ready.gov/sites/default/files/2019-06/comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans.pdf

Visual 7: Step 1. Form a Collaborative Planning Team

1. Define collaborative planning team and scope of planning activities (Months 0-3).
 - Identify core recovery planning team
 - Identify planning partners
2. Develop and implement partner engagement strategy (Ongoing).
 - Scope of engagements
 - Partner with Non-Governmental Organizations (NGOs)
 - Role of governmental agencies
 - External partnerships

1. Define the Collaborative Planning Team, Scope of Planning Activities

The timeline for this key activity is **0-3 months**.

- Identify Core Recovery Planning Team. Possible members may include:
 - Emergency management and public safety (police/fire/emergency medical services)
 - Community planning
 - Zoning and building inspection
 - Floodplain management
 - Public works
 - Education
 - Community development or redevelopment agencies
 - Economic development, (local and regional)
 - Environment
 - Health and social services (including Americans with Disabilities Act [ADA] coordinators)
 - Housing
 - Transportation
- Identify key organizations and community leaders that should serve as planning partners.
 - Government agencies and Non-Government Organizations
 - Business leaders that work inside or outside of the area covered by the recovery planning process, have responsibilities or authority relevant to some aspect of community development, social services, economic development, business, disaster recovery, and can assist with data collection or analysis, provide advice on planning, policy development, or provide other technical assistance.



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2. Develop and Implement a Stakeholder and Partner Engagement

Strategy

The timeline for this key activity is **ongoing**.

- Define the scope of stakeholder engagement.
- Establish recovery activity support roles for regional, state, tribal, and federal government agencies.
- Establish external partnerships.
- Identify how external agencies align with the local recovery organization's structure and process.
- Establish agreements with agencies to fulfill the roles outlined in the pre-disaster recovery plan.

Refer to pages 29-37 of the [Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Visual 8: Step 2. Understand the Situation

3. Determine community risks, impacts, and consequences (Months 1-6).
 - Identify hazards
 - Assess risks, vulnerability, and exposure

3. Determine the Community's Risks, Impacts, and Consequences

The timeline for this key activity is **1-6 months**.

Understanding the community's risks and possible direct and indirect impacts to its assets will provide a foundation for the pre-disaster recovery planning process.

- Identify hazards.
 - There may be numerous reference documents in your jurisdiction that will assist you in developing an up-to-date risk assessment. Three such references may include: Hazard Mitigation Plan, Emergency Operations Plan, Comprehensive Plan (Safety Element), and a Threat and Hazard Identification and Risk Assessments. Each of these documents contain hazard, risk, impact, and consequences information.
- Assess risks, vulnerability, and exposure.
 - It is important to understand how the threats and hazards previously identified will impact various sectors of the community. Furthermore, understanding those impacts will allow members of the planning team to focus recovery planning efforts and to determine potential capability gaps given their knowledge of sector-specific impacts.



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Refer to pages 39-41 of the [Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Visual 9: Step 3. Determine Goals and Objectives

4. Assess community's capacity and identify capability targets.

- Planning and regulatory
- Organizational and staffing
- Financial
- Communication and outreach

Assess Community's Capacity and Identify Capability Targets

The timeline for this key activity is **1-6 months**.

Evaluate planning and regulatory strengths and weaknesses.

- Those involved in the pre-disaster recovery planning process should inventory and review policies and regulations currently in place that relate to recovery operations. Careful consideration is needed to evaluate whether these policies and regulations will work to support or hinder post-disaster recovery.
- Documents to consider include:
 - local ordinances
 - zoning ordinances
 - subdivision regulations building codes
 - planning documents
 - comprehensive land use plans
 - capital improvements plans
 - transportation plans
 - small area development plans
 - emergency preparedness and response plans



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Evaluate local organizational and staff resources available for key recovery activities and recovery management. Inevitably, recovery operations will create an increased workload for partners. During pre-disaster recovery planning efforts, it is critical that partner agencies and organizations evaluate their staffing resources. This evaluation will serve to not only identify gaps in staffing quantity or expertise but will also identify strengths and capacities of various partners.

Evaluate financial strengths and weaknesses. Recovering from a disaster costs money. Partner agencies and the community must consider the tax base of the community in conjunction with the potential loss of tax base due to a disaster, as well as the need for funding to operate government post-disaster. The costs of recovery management and activities should be considered as well.

Evaluate communication and outreach strengths and weaknesses. Communication and outreach strategies are the foundation of developing inclusive partnerships and taking a holistic approach to both pre- and post-disaster recovery planning. In a pre-disaster context, local governments, and

their partner agencies should identify their plans and resources available to conduct outreach. Particular attention should be paid to identifying strategies to communicate with seniors, individuals with disabilities, and others with access and functional needs; those from religious, racial and ethnically diverse backgrounds; and people with limited English proficiency.

Refer to pages 43-48 of the [Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Visual 10: Relationships Among Existing Plans

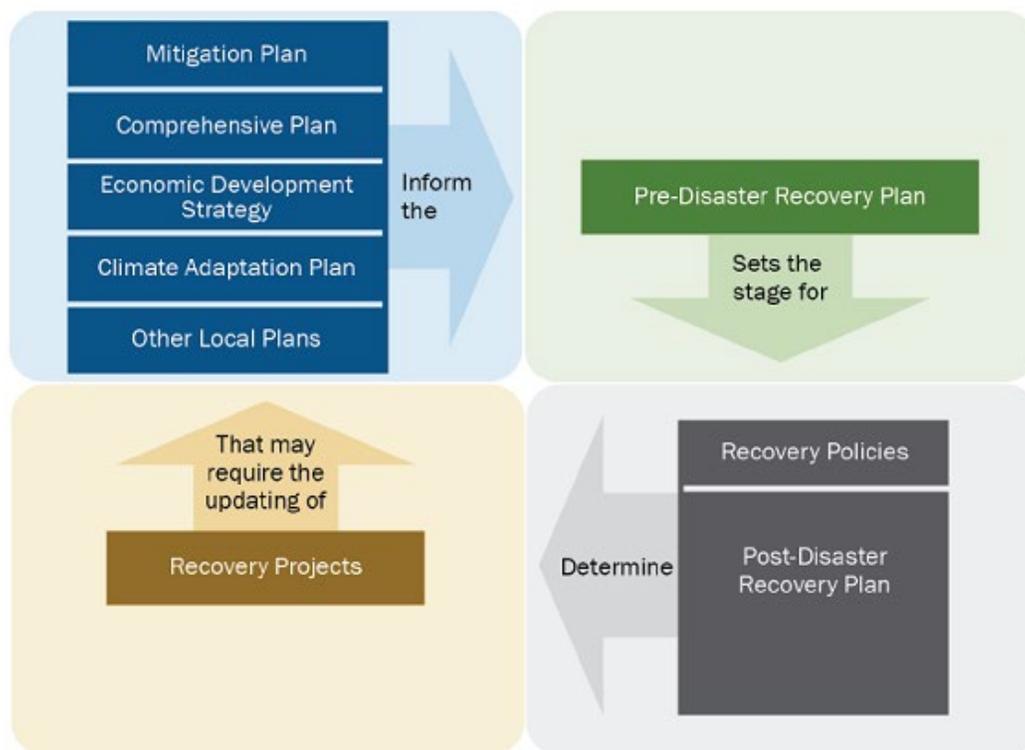


Figure 2 The Cyclical Nature of Planning

The Mitigation Plan, Comprehensive Plan, Economic Development Strategy, and other local plans inform the Pre-Disaster Recovery Plan by:

- Setting the stage for recovery policies and a long-term recovery plan (post-disaster)
- Determining the recovery projects that may require the updating of the mitigation plan, the comprehensive plan for economic development strategy and other local plans



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The planning process should incorporate the results of other applicable planning processes in the community and region. Hazard mitigation plans, comprehensive plans, housing plans and other planning documents can define a wide range of goals for the community and represent shared priorities of community members. Linking recovery planning to build on the community's existing plans will help inform recovery planning efforts, capitalize on past planning efforts (so as not to "reinvent the wheel"), and incorporate community perspectives.

"Other local plans" might include general plans, community health improvement plans, continuity of operations plans, redevelopment plans, and

community revitalization plans.

*Adapted from PDRPG-L, p. 14, Figure 2: The Cyclical Nature of Planning
[Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#).

Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>.

Visual 11: Step 4. Develop the Plan

5. Determine leadership positions and define operations necessary (Months 3-9).
 - Leadership positions
 - Organizational structure
 - Sector-specific coordinators
 - Additional resources
 - Technical and administrative support
6. Establish processes for post-disaster decision making and policy setting (Months 3-9).
 - Include processes for enacting post-disaster recovery policies or ordinances
 - Identify persons responsible for enacting policies
 - Determine which policies may need to be altered post-disaster to address recovery

5. Determine Leadership Positions and Define Operations Necessary for Post-Disaster Recovery Planning and Management Efforts

The timeline for this key activity is **3-9 months**.

Fill leadership positions. Strong leadership is critical for successful recovery, so the identification of such leadership must be a high priority. A strong leader will make securing partnerships easier, in part because the community will be able to demonstrate that it has put time, thought, and talent into preparing for recovery. The leader should also have the relationships necessary to ensure that recovery activities are closely coordinated with response and mitigation efforts.

Establish an organizational structure. After the leader has been selected, planners must decide which agencies and organizations will serve in lead roles and which will provide support during the post-disaster recovery process.

Create sector-specific coordinator positions. Other positions that need to be identified in the recovery organization include coordinator positions associated with key areas of community recovery.

6. Establish Processes for Post-Disaster Decision Making and Policy Setting

The timeline for this key activity is **3-9 months**.

In addition to having an effective organizational structure with all of the necessary agencies and partners in place, stakeholders and participants in recovery must also establish leadership principles and a decision-making process.

With likely threats and hazards in mind, the pre-disaster recovery planning team will need to determine what goals, priorities, and policies can be established prior to the disaster. The priorities and processes established pre-disaster will facilitate post-disaster decision making.



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Another common means for establishing a process for decision-making is a Recovery Ordinance. Such an ordinance will be discussed later in Unit 4.

Refer to pages 49-57 and 58-59 of the [Pre-Disaster Recovery Planning Guide for Local Governments](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

As you develop or review your community's Pre-Disaster Recovery Plan, use the Recovery Planning Assessment Checklist at the end of this unit to ensure you capture the information you need.

Visual 12: Step 5. Prepare, Review, and Approve the Plan

7. Write Local Pre-Disaster Recovery Plan Timeline (Months 6-10).
 - Refer to the Pre-Disaster Recovery Plan components found in Pre-Disaster Recovery Planning Guide for Local Governments (PDRP-L). (Figure 10, pg. 61)
8. Approve Pre-Disaster Recovery Plan and Associated Regulations (Months 8-12).
 - Community input
 - Public hearing

7. Write the Local Pre-Disaster Recovery Plan

The timeline for this key activity is **6-10 months**.

This activity focuses on pulling the pieces together to write the local Pre-Disaster Recovery Plan. Please refer to Appendix E: Pre-Disaster Recovery Plan Components in the back of the Pre-Disaster Recovery Planning Guide for State Governments (PDRPG-S) as we go through the various sections.

Section 1 is the introduction and includes the purpose of the plan, a discussion of community capacity, a summary of the risks and vulnerabilities, and the recovery goals and policies.

Section 2 focuses on leadership including core community and local leadership, roles, and responsibilities. Also, jurisdictional authorities are outlined.



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Section 3 outlines operations including interacting with partners, activation of personnel, communication guidelines, notification and engagement of partners, and organizational charts and timelines.

Section 4 provides tips for implementation including priorities and policy alternatives, funding strategies, the post-disaster planning process, and community engagement.

*PDRPG-S, p. 61 and Appendix E: Pre-Disaster Recovery Plan Components, pp. 83-86.

8. Prepare, Review, and Approve the Plan

The timeline for this key activity is **8-12 months**.

This key activity focuses on the approval process for the Pre-Disaster Recovery Plan and associated regulations. Community input is an important part of the approval process. Utilizing the means commonly practiced for such policy documents, the jurisdiction should invite the community to read and contribute to the plan prior to the public hearing. Involving the whole community in the pre-disaster recovery planning process will improve results through better identification of risks and impacts, more accurate priorities for post-disaster redevelopment, and greater public awareness of the need for

preparedness.

References:

Refer to pages 62- 63 of the [Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Case Example: Hillsborough County, Florida

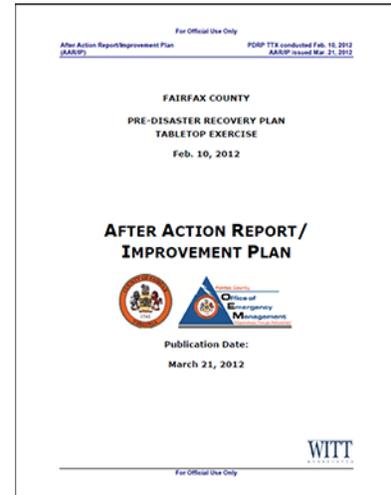
Methods used by Hillsborough County, Florida, to involve community organizations, businesses, and members of the public in the development of its pre-disaster recovery plan* (called Post-Disaster Redevelopment Plan) included:

- Formation of Technical Advisory Teams comprised of community leaders, including a team that was specifically tasked with addressing public outreach
- Presentations on the plans at two Citizens Advisory Meetings and six Local Mitigation Strategy working group meetings
- Creation of a recovery plan web page used to share information on the preparedness efforts, advertisement of meetings, and collection of feedback
- Development of a six-minute video to describe the goals of the planning process and Technical Advisory Committees' roles
- Holding of six public workshops to present information on the plan, survey of attendees about their knowledge of hazards and redevelopment, and collection of feedback on priority redevelopment areas
- A survey of businesses to gauge preparedness efforts

*Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City, Florida. [Post-Disaster Redevelopment Plan Documents \(2010\)](#). Available at <https://www.hillsboroughcounty.org/en/residents/public%20AD%20safety/emergency-management/post-redevelopment-plan-documents>

Visual 13: Step 6. Implement and Maintain the Plan

9. Identify Ongoing Preparedness Activities (Month 4 - Ongoing).
 - Training
 - Exercises
 - Plan updates



9. Identify Ongoing Preparedness Activities

The timeline for this key activity is from month 4 and ongoing. This key activity involves the ongoing events that assist in maintaining the plan. Training and exercises are a very effective way to present hazard scenarios and ensure the adequacy and effectiveness of the plan.

Case Example: Fairfax County, VA

A tabletop exercise for Fairfax County, VA was conducted in 2012 to conclude the plan writing process. By completing an exercise using the 2012 Pre-Disaster Recovery Plan, Fairfax County was also able to identify areas for future improvement of their plan, including roles that needed to be further developed. An after-action report was prepared following the tabletop exercise.



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See pages 65- 68 of the [Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#). Available at

<https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

<https://preptoolkit.fema.gov/web/em-toolkits>

This website includes information on exercise starter kits. The section on Economic Recovery and Resilience is designed to examine the capabilities of public, private and non-profit partners to identify critical economic recovery issues and strategies that support outcome-driven recovery, such as identifying interdependencies between the public and private sectors to build short-term economic relief and establishing long-term economic resilience for communities and jurisdictions.

The Economic Recovery and Resilience section includes four files, as listed below:

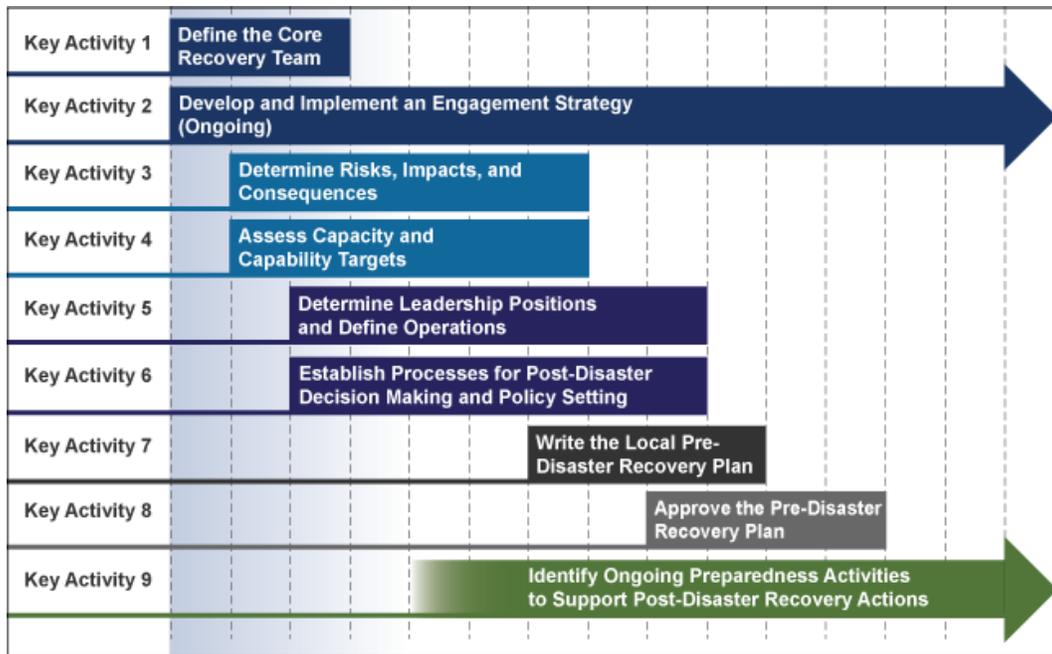
- Placemat
- Conduct Slides
- Facilitator / Evaluator Guide
- Situation Manual

The Situation Manual describes the outline of the exercise. It covers mitigation and recovery, addressing the core capabilities of community resilience, economic recovery, and planning.

The Situation Manual outlines 4 objectives that the tabletop exercise will address:

1. Discuss how the whole community recognizes, understands, communicates and plans outreach and information sharing.
2. Recognize, understand, communicate and plan for risk and empower individuals and communities to make informed risk management decisions to adapt to, withstand and quickly recover from incidents.
3. Discuss critical recovery functions to include in plans, policies and procedures for community and economic recovery that create and support an organization's/jurisdiction's ability to recover from a disaster.
4. Review the ability of the economic recovery plan to execute economic resilience and restore economic activity by identifying gaps and areas of improvement for potentially impacted organizations/jurisdictions.

Visual 14: Recovery - Planning Timeline



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As you'll note in the planning timeline, some key activities must be completed sequentially, and others can be done concurrently. The timeline provides estimated schedules that will vary from community to community and are intended to serve as an example only. Since every community is unique, the amount of time it takes to work through each key activity may vary.

Appendix G in the Pre-Disaster Recovery Planning Guide for Local Governments (PDRPG-L) can serve as a useful checklist for you to use to ensure that your community considers all steps in the process.

Adapted from PDRPG-L, p. 28, Figure 6: Example Planning Timeline [Pre Disaster Recovery Planning Guide for Local Governments \(2017\)](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf). Available at <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Visual 15: Other Resources for Pre- and Post-Disaster Recovery

- Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents
- Long-Term Community Recovery Planning Process: A Self Help Guide
- Post-Disaster Redevelopment Planning: State of Florida Initiative
- Planning for Post-Disaster Recovery: Next Generation (PAS Report 576)



After a disaster, there are urgent demands to restore "normalcy". There is great pressure to replace development "as it was", raising the likelihood of future repetitive losses. Planning is needed to make things safer and better. A recovery ordinance reduces time because it establishes authority to act.

American Planning Association has included a model pre-event recovery ordinance in Appendix A of Planning for Post-Disaster Recovery: Next Generation (pp. 177-194).

Recovery Planning Guidance

To date, the best recovery-related guidance to communities has come from the state of Florida. In 2010, the State published Post-Disaster Redevelopment Planning - A Guide for Florida Communities. A Post Disaster Redevelopment Plan (PDRP) was formally a requirement for all Florida coastal counties and municipalities and is encouraged for inland communities. The PDRP is intended to identify policies, operational strategies, and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster. The PDRP emphasizes seizing opportunities for hazard mitigation and community improvement consistent with the goals of the local comprehensive plan and with full participation of the citizens.

The purpose of the guide was to develop a planning process that would encourage vulnerable communities to undertake the preparation needed to ensure long-term sustainability and guide them through pre-disaster planning and post-disaster implementation. The writing of the guide included researching redevelopment lessons learned during previous disasters, applying the research during the drafting of a long term post-disaster



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redevelopment planning process, and testing the planning process through a series of pilot projects.

Six communities were chosen by the State of Florida to be case studies and build the foundation for the guidebook.

Coordination of Recovery Resources

Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents was released in February, 2015. The document contains updated information related to post-disaster planning and coordination. This national guidance document updates information from a FEMA publication from 2005, Long-Term Community Recovery Planning Process.

Sources

Boyd, A., Hokanson, B. J., Johnson, L. A., Schwab, J. C. (Ed.) & Topping, K. C. (2015).

[Planning for Post-Disaster Recovery: Next Generation \(PAS Report 576\) American Planning Association](#). Available at

https://usfema.sharepoint.com/teams/OPPASTPl/Objective_3_2/SLTT/SLTT%20recovery%20gap%20analysis%20resource%20library/PAS-Report-576.pdf#search=PAS%2DReport%2D576

Federal Emergency Management Agency. (2015, February). [Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents](#). Available

at https://www.fema.gov/sites/default/files/2020-06/effective_coordination_recovery_resources_guide.pdf

Federal Emergency Management Agency ESF 14 partners & Florida Long Term Recovery Office. (2005, December). [Long-Term Community Recovery Planning Process: A Self Help Guide](#). Available at <https://training.fema.gov/programs/emischool/el361/toolkit/assets/long-termcommunityrecoveryplanningprocess.pdf>

Florida Division of Emergency Management & Florida Department of Community Affairs.

(2008). [Post-Disaster Redevelopment Planning: State of Florida Initiative](#). Available at

https://floridadep.gov/sites/default/files/PDRP%20SLR%20Guidebook%20Update_FINAL_061518-v8.pdf

Visual 16: Community Recovery Management Toolkit

Community Recovery Management Toolkit

The Community Recovery Management Toolkit is designed to help communities manage long-term recovery. The toolkit guides you through a three-step process of organizing, planning and managing recovery, while also giving you resources from other recovery support functions.

Part 1: Organizing

Organize local leadership, involving the local community, and coordinating among community stakeholders.

Organizing

Part 2: Planning

Help communities assess local needs, create a plan and determine which projects best support the community's future vision and priorities.

Planning

Part 3: Managing

Assist local leadership in managing staffing, financing and leveraging resources to support recovery strategy implementation.

Managing



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The [Community Recovery Management Toolkit](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/community-recovery-management-toolkit) is available at <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/community-recovery-management-toolkit>

Visual 17: Unit 3 Summary

You should now be able to:

- Explain key concepts of the National Disaster Recovery Framework (NDRF) and how they affect your community.
- Describe how your roles and responsibilities change as the disaster transitions from response throughout the phases of recovery.



Recovery Planning Checklist

Checklist

Recovery Planning

This self-assessment guide may assist you in determining the status of your community's recovery planning. The items listed in the matrix are key activities involved in disaster recovery that should be addressed in a recovery plan or annex. Place a checkmark (✓) in the "Yes" or "No" column if you know whether your recovery plan or annex includes each item. If you are not sure whether the item is included in your plan or annex, use the "?" column to indicate your response to each item.

It is recommended that you explore adding those items with a "No" or "?" to your recovery plan or annex when you return to your jurisdiction.

In the "Who Involved?" column, indicate which departments will be involved in reviewing and updating each element of your recovery plan or annex:

- A = Administration
- B = Building Inspection/Code Enforcement
- C = Community Planning/Economic Development
- E = Emergency Management
- ES = Emergency Services
- HC = Health Care (Hospitals, Public Health, Nursing Homes)
- PW = Public Works/Utilities
- S = Special Needs
- SC = Schools
- V = Voluntary Agencies

RECOVERY PLANNING CHECKLIST

Does your recovery plan or annex:	Yes	No	?	Who Involved?
Contain an Introduction that includes information about your community, hazard assessment, the purpose of the Recovery Plan, legal basis for the plan (such as State law or local ordinance), and how the plan will be adopted and updated?				
Define response, recovery, long-term recovery, and mitigation for the purposes of disaster planning and operations?				
Describe the concept of operations (how response				

Does your recovery plan or annex:	Yes	No	?	Who Involved?
and recovery operations will unfold and the sequence of events that will trigger activation of your plan)?				
Include disaster declaration procedures (local emergency declaration, requesting assistance from the Federal Government or State governments)?				
Identify community recovery goals?				
Identify community recovery priorities?				
Identify recovery roles and responsibilities assigned to various departments, including: <ul style="list-style-type: none"> • Administration (elected & appointed officials)? • Emergency Management? • Emergency Services (Fire, Law Enforcement, EMS)? • Public Works (including private utilities)? • Community Planning/Economic Development? • Building Inspection/Code Enforcement? • Voluntary Agencies? • Health Care? • Special Needs? • Schools? • Other: 				
Identify a Recovery Task Force and its role and responsibilities?				
Include a matrix showing primary and support roles of all departments?				

Does your recovery plan or annex	Yes	No	?	Who Involved?
<p>Identify recovery functions (Emergency Support Functions (ESFs) or Recovery Functions (RFs)) to include:</p> <ul style="list-style-type: none"> • Impact Assessment (Damage Assessment)? • Continuation of Government, including alternate facilities? • Public Information and Media Relations? • Community Relations? • Volunteers? • Donations? • Unmet Needs (Unmet Needs Committee)? • Debris Management? <ul style="list-style-type: none"> ○ Clearance? ○ Disposal? ○ Contracting? • Re-entry to and Security for Damaged Areas? • Identify recovery functions (Continued) • Health? • Safety? • Repair and Restoration of Public Infrastructure and services)? • Building Inspection and Permitting Procedures? • Rebuilding, construction, repairs, restoration? • Housing (shelter, temporary housing)? • Planning and Community Development? • Environmental Concerns? • Hazard Mitigation? • Administration and Finance? <ul style="list-style-type: none"> ○ Documentation policies and procedures? ○ Pay for work? ○ Administrative leave and personnel impacted by the disaster? • Price gouging? 				
Federal Assistance Programs				

Does your recovery plan or annex	Yes	No	?	Who Involved?
<ul style="list-style-type: none"> • General Guidelines and Sequence of Events • Individual Assistance • Public Assistance • Hazard Mitigation • SBA Assistance • Community Development Block Grants and other sources of funding assistance <p>State Assistance Programs</p>				
References, Terms and Definitions, Acronyms and Abbreviations Used in the Plan				
Other Items Pertinent to Your Community:				

Unit 4: Building Toward Resilience

Visual 1: Unit 4 Objectives

After completing this unit, you will be able to:

- Define the impact of your community's philosophy about recovery.
- Describe best practices for integrating resilience into recovery.

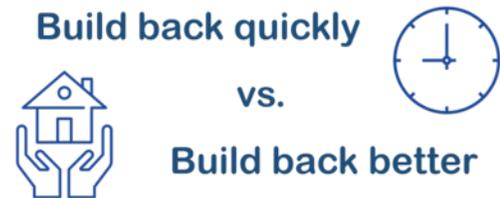


Unit 4 describes why the concept of resilience is so vital to long-term successful community recovery efforts.

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Visual 2: Recovery Philosophy

The recovery philosophy of your community will guide your approach and support your solutions



Timing:

Senior elected and administrative officials face intense pressure to restore their communities to pre-event conditions as quickly as possible. This pressure can lead to decisions that maintain (or exacerbate) risks to the community or overlook opportunities to improve the community through the recovery process. In addition, critical data that could enhance community resilience (e.g., updated 100-year flood elevations, hydrology and hydraulics, or economic impact analyses) may not be available in the short-term when communities identify and initiate long-term recovery strategies.



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Political and Public Pressure Post-Disaster:

Public expectations for a "return to normalcy" are often unrealistic for the depth of damage from a disaster. There are often significant public and political pressures that push jurisdictions to focus on immediate response and short-term recovery actions and "quick wins" post-disaster, hindering their ability to develop/tailor plans and use those to drive recovery efforts. Even in instances where recovery plans exist, they often lack the critical information needed. A study of 87 local recovery plans found that many do not include sound direction-setting_ (e.g., goals, policies) and action-oriented (e.g., inter-organizational coordination, implementation, and monitoring) content, particularly in comparison to other types of emergency operations plans. The lack of this critical information, combined with the misunderstanding of realistic recovery timelines, can exacerbate the issue and lead to jurisdictions quickly bending to political and public pressure, and setting unrealistic goals or timelines post-disaster.

Visual 3: Disaster in Greensburg, Kansas

[Greensburg Tourism - Experience the Story](#)

Available at: <https://www.youtube.com/watch?v=9x9IHAr7TeQ>



Transcript

0:00 the weather just seemed a little bit unusual. The sound was just deafening.

0:03 we could hear and feel things breaking up...my school was gone, my church was gone, my town was gone

0:07 what are we gonna do?

0:08 we could rebuild and we could start over and rebuild the whole community

0:12 rebuild the town. let's work together. let's try to do it right

0:15 the spirit of the community – “we will rebuild”. Maybe we do have to do it.

0:19 to be able to make a difference that can be felt for generations



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0:24 it's very exciting.

0:27 Come and experience the story in Greensburg.

*Kiowa County Media Center. (2014, May 15). [Greensburg Tourism - Experience the Story](https://www.youtube.com/watch?v=9x9IHAr7TeQ) [Video file]. Available at <https://www.youtube.com/watch?v=9x9IHAr7TeQ>

Visual 4: Resilience in Greensburg, Kansas



Read the 1-½ page excerpt from the American Planning Association’s Planning for Post-Disaster Recovery: Next Generation on Greensburg, Kansas’ disaster recovery (pp. 162-163).

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Visual 5: Resilient Rebuilding

- Addressing ecological, environmental, and local capacity
- Adopting sustainable and inclusive building techniques, building codes, and land use ordinances
- Incorporating mitigation (404 and 406)
- Adopting risk reduction strategies



Resilient Rebuilding, which includes characteristics such as considering ecological, environmental, and local capacity; adopting sustainable and inclusive building techniques, building codes, and land use ordinances; and incorporating risk reduction strategies into local governance and decision making.

The Fact Sheet called, "[Building Back Better](https://www.fema.gov/sites/default/files/2020-07/fema_pa_build-back-better_factsheet.pdf)," (available at https://www.fema.gov/sites/default/files/2020-07/fema_pa_build-back-better_factsheet.pdf) is particularly useful. David Goldbloom-Helzner, a Physical Scientist at the U.S. Environmental Protection Agency (EPA) Headquarters, served as a Sustainability Advisor working on disaster recovery after the Camp Fire in California. Upon his arrival, David participated in meetings with the residents in the Town of Paradise, where the community identified priorities for recovery projects, such as creating a walkable downtown and rebuilding housing. To ensure sustainability (e.g., energy efficiency) was incorporated into recovery project ideas, David worked alongside FEMA to develop a resource manual entitled "Recovery from the Camp Fire in a Sustainable Way." The manual lists applicable guidance, technical assistance, local stakeholders, and potential funding programs to incorporate sustainability concepts into specific recovery projects in Butte County and Paradise. The resource manual was distributed to community stakeholders to use for recovery projects for the Camp Fire and future disasters (Community Planning & Capacity Building [CPCB] Recovery Bulletin, December 2019).

Source:

Federal Emergency Management Agency. [406 Mitigation Fact Sheet](https://www.fema.gov/sites/default/files/2020-06/fema-pa406-mitigation-brochure.pdf). Available at <https://www.fema.gov/sites/default/files/2020-06/fema-pa406-mitigation-brochure.pdf>



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Building Resilient Infrastructure and Communities (BRIC) will support states, local communities, tribes and territories as they undertake hazard mitigation projects, reducing the risks they face from disasters and natural hazards. The BRIC program guiding principles are supporting communities through capability- and capacity-building; encouraging and enabling innovation; promoting partnerships; enabling large projects; maintaining flexibility; and providing consistency. BRIC is a new FEMA pre-disaster hazard mitigation program that replaces the existing Pre-Disaster Mitigation (PDM) program. Refer to your student manual for more information about BRIC.

Building Resilient Infrastructure and Communities (BRIC) available at <https://www.fema.gov/grants/mitigation/building-resilient-infrastructure-communities>.

Visual 6: Health Integration

- Including health considerations
- Including health implications
- Supporting better health outcomes



See the PrepareCenter.org website for the Resilient Cities Framework: [City Resilience Framework - City Resilience Index](https://preparecenter.org/resource/city-resilience-framework-city-resilience-index/) - PrepareCenter available at <https://preparecenter.org/resource/city-resilience-framework-city-resilience-index/>

Health integration includes characteristics such as including health considerations and implications in recovery decision making.

In the 100 Resilient Cities (100RC) reports*, the following description of resilience considers healthcare and healthy living when making decisions. This definition is clearly outlined.

Investors are attracted to projects that generate clear and stable cashflows to take two examples from the infrastructure sector, a highway bridge with toll revenues, or a water system that charges user fees. Projects designed with a resilience lens not only deliver these clear revenue streams, but also are able to deliver multiple benefits that support a community's resilience goals, such as better health outcomes, reduced greenhouse emissions, increased economic activity, and improved energy efficiency. 100RC believes that these intrinsic values will ultimately consolidate in improved reliability and performance, resulting in a more valuable asset or higher issuer credit rating. Now, these values are purely intrinsic to a project and exogenous to its valuation. However, as more and more cities transition toward using resilience methodologies in project development, it is critical that practitioners begin to quantify these intrinsic values to enhance investor understanding and participation. As the adage goes, "If you can measure it, you can finance it."

100 Resilient Cities. (2019). ["Resilient Cities, Resilient Lives Learning from the 100RC Network."](https://preparecenter.org/resource/urban-risk-reduction/) - PrepareCenter available at <https://preparecenter.org/resource/urban-risk-reduction/>



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Visual 7: Integration of Community Recovery Planning Processes

- Linking recovery, mitigation, and comprehensive plans
- Setting vision and goals to guide recovery
- Prioritizing key recovery actions and projects



Integration of community recovery planning processes includes characteristics such as linking recovery planning to other planning efforts and developing processes and criteria for identifying and prioritizing key recovery actions and projects.

Following Hurricane Michael's devastation of Panama City in October 2018, the City Manager, Mark McQueen, was interviewed by reporter Katie Landeck from the Panama City News Herald. Landeck wrote, "In a race against the clock, Panama City is hoping to turn the recovery process from Hurricane Michael into decades worth of economic development. This is the time, leaders say, to get done all the things that have been talked about over the years - improving the water and sewer, redeveloping the marinas, building premier parks. As well as initiatives never dreamed about, like enticing Verizon to build a 5G network, or creating a plan that would allow the lite rail to one day come to the city."



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The options are to capitalize on the moment and build a better future than previously dreamed, leaders say, or standby and watch everything the community has worked for slip away as the area hemorrhages its most valuable resources – people. "Let no good disaster go to waste," McQueen said. "If we don't make a plan, someone else will make it for us," McQueen said. That plan started when he, the Panama City mayor, Greg Brudnicki, and local lawyer, William Harrison, met in a brainstorming session. They took old comprehensive plans into account to develop a 15-point plan for the city.

The plan included key aspects of the city – utilities, transportation, environment, energy, agriculture, economic development, education, medical, governance, technology, quality of life, housing, life safety, military

support, and capital improvement-and set goals for each one. They plan to hold public meetings to get input from all the citizens on the plan but felt they needed to start with a vision based on previous plans.

It's a big, big plan, but "there's never been a better time to do this," McQueen said. (Article one month following Hurricane Michael from Panama City News Herald).

Information from the Outcome-Driven Recovery White Paper discusses the dangers of not integrating existing plans. Existing plans, especially those that address risk from hazards (e.g., comprehensive plans and hazard mitigation plans), provide communities with a starting point for the identification of a recovery vision and goals after a disaster occurs. They also frequently include key demographic, geographic, and economic data.

Leveraging existing plans can help communities to save time, reduce costs, and leverage already-identified opportunities to build long-term resilience as they move forward with recovery efforts. However, many communities have incongruent plans in place - both pre- and post-disaster - with unclear authorities that are "not only incompatible but actively increase vulnerability." Effectively integrating planning efforts before a disaster occurs can reduce potential losses and strengthen community resilience. Failing to integrate plans after a disaster can result in lost time and lost opportunities to integrate mitigation and resilience-and the community's long-term vision for itself- into the recovery process.

Visual 8: Unit 4 Summary

You should now be able to:

1. Define the impact of your community's philosophy about recovery.
2. Describe best practices for integrating resilience into recovery.



Unit 5: Leading and Managing Recovery

Visual 1: Factors for a Successful Recovery

- Comprehensive scope
- Effective decision-making and coordination
- Integration of community recovery planning processes
- Well-managed recovery
- Proactive community engagement, public participation, and public awareness
- Effective financial and program management
- Organizational flexibility
- Resilient rebuilding
- Health integration



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The National Disaster Recovery Framework (NDRF) identified nine factors for successful disaster recovery*. Although no single definition fits all situations, successful recoveries do share commonalities. Generally speaking, a community that can demonstrate a capability to be prepared, responsive, and resilient in the face of future disasters is poised for success. Experience has shown that the presence of the factors in the visual can help ensure a more effective recovery process. We have already covered many of these factors in previous units. We will explore the rest during this unit.

*Federal Emergency Management Agency. (June 2016). [National Disaster Recovery Framework: Second Edition](https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf), available from FEMA's Resource & Document Library at National Disaster Recovery Framework, Second Edition (fema.gov) (https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf)

Visual 2: Colorado Community Recovery Symposium

[Colorado Community Recovery Symposium](#)

Available at

https://www.youtube.com/watch?v=YIQAKmcpfB0&list=PL720Kw_OojlIMlrtSgM0WcBAY0RptUKry&index=2



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In September 2013, Colorado experienced a devastating flood. Listed below are some key facts:

- 24 counties covering more than 2,000 square miles affected
- 10 fatalities, Forced evacuation of more than 18,000 residents
- 1,800 homes destroyed
- \$3.9 billion in damages to homes and businesses

You will be watching a brief video that shows portions of a Colorado United Recovery Symposium. The goal of the symposia was to assist the flood-affected communities by providing a forum to share lessons learned, build local partnerships, identify resources, and bring together community leaders who have the first-hand experience in navigating long-term disaster recovery.

As you watch the video, be prepared to share any statements that you found to be significant.

More information about the Colorado Community Recovery Symposium is available at:

Emergency Management Agency. (2019). [Colorado Community Recovery Symposium- Overview \(video file\)](#). Available at:

https://www.youtube.com/watch?v=YIQAKmcpfB0&list=PL720Kw_OojlIMlrtSgM0WcBAY0RptUKry&index=2

Visual 3: Leaders and Managers

- Successful disaster recovery takes both a strong leadership presence and good management.
- What is the difference between leadership and management?



Visual 4: Unit 5 Objectives

After completing this unit, you will be able to:

1. Identify differences between leadership and management in terms of recovery.
2. Describe the actions a community leader can take to lead the community through recovery.
3. Describe the function of a Community Recovery Committee.
4. Analyze how recovery will impact the numbers and types of staff needed by the community.
5. Explain the impact of various phases of disaster recovery on the morale of the community.



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Unit 5: Throughout the unit, we will be exploring the topics of both leadership and management during long-term recovery. Both are vital but generally require different skills, abilities and focuses.

Visual 5: Activity 5.1: Who Will Lead?

Purpose: Consider the attributes of a recovery leader.

Instructions:

1. Refer to Appendix A: Recovery Coordination and Support Action Executive Checklist (pages 35 and 36 of the PDF).
The second item on the checklist includes recommended leadership attributes of a recovery coordinator or manager. The list is also reproduced in the Handout below.
2. Consider the attributes on this checklist, and recommend any additional attributes you believe are critical to the success of a recovery leader.
3. Identify candidates within your jurisdiction that meet or exceed the attributes.

Time: 10 minutes

ACTIVITY 5.1 Who Will Lead?

Purpose

To consider attributes of a recovery leader.

Directions

1. Refer to "Recovery Coordination and Support Action Executive Checklist*" (pages 35 and 36 of the PDF). The second item on the checklist includes recommended leadership attributes of a recovery coordinator or manager. The list is also reproduced below.
2. Consider the attributes on this checklist and recommend any additional attributes you believe are critical to the success of a recovery leader.
3. Identify candidates within your jurisdiction that meet or exceed the attributes.



Activity

*Federal Emergency Management Agency. (2015, February). [Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents](https://www.fema.gov/sites/default/files/2020-06/effective_coordination_recovery_resources_guide.pdf). Appendix A: Recovery Coordination and Support Action Executive Checklist (pp. 35-36). Available at https://www.fema.gov/sites/default/files/2020-06/effective_coordination_recovery_resources_guide.pdf



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Recovery Coordination and Support Action Executive Checklist

The following checklist is for senior elected or designated officials in state, tribal, territorial and local governments to implement an effective, efficient and equitable recovery coordination process following an incident of any size or scale. The timeframe to complete the tasks will depend on the impacts of the incident.

1. Assess if current conditions will require a different approach to managing recovery. Determine if anticipated challenges and issues

- following the incident are beyond current and available resources.
2. Handout. Ensure that recovery leadership at the state, tribal territorial and local levels are identified and are knowledgeable to support the recovery needs, strategies and plans of impacted communities (See Identifying Recovery Coordination Leadership).
 3. Identify or assign and deploy a State/Tribal Disaster Recovery Coordinator (SDRC/TDRC) or Local Disaster Recovery Manager (LDRM); considerations in selecting:
 - Ability to engage and influence stakeholders (However, candidate must have no political or financial conflict of interest in outcome of recovery);
 - Project management skills;
 - Working relationship with other state, tribal, local, nonprofit agencies and the for-profit private sector;
 - Knowledge of the resources that recovery partners can provide; such as post-incident technical support and grant funding programs;
 - Understanding of the wide variety of needs of different populations; to include children, adults and children with access and functional needs, groups with limited English proficiency and people with disabilities; and
 - Knowledge of community development and planning.
 4. Establish a dedicated recovery focused multi-agency coordination structure at the state, tribal, territorial and local level as appropriate (See Selecting a Recovery Coordination Structure).
 - Implement Recovery Support Function, Task Force, and/or Recovery Committee models as appropriate.
 - Include current and potential recovery partners; to include non-governmental organizations and the private sector to ensure that technical support and programmatic resources are known, available and coordinated.
 - Coordinate between counterpart local, state, and national non-governmental and private-sector partners to maximize an understanding of available support and ensure coordination.
 - Identify the need for Federal support to state/tribal or local recovery coordinating partners.
 5. Complete an effective evaluation process on the current and anticipated recovery impacts that will drive the recovery activities of the organizational structure and decision makers to prioritize resources (See Chapter 3: Assessing and Evaluating Current and Anticipated Recovery Issues).
 - Ensure that identified recovery leaders and stakeholders are involved in the assessment process.
 - Develop or use an existing assessment tool that is comprehensive and evaluates recovery impacts by core capability or sector (See

Appendix C: Assessment Tools).

- Collect and analyze data, reports and assessments from a wide range of sources to identify short- and long-term recovery needs.
 - Identify recovery priorities from the results of the assessment and existing planning and policy documents.
6. Support a community's recovery through the identification and coordination of recovery resources and engagement of partners (See Chapter 4: Identifying and Coordinating Key Resources).
- Identify state, tribal, territorial and local programs that can be used, reprioritized, or altered to support the needs of affected communities identified in the assessment process.
 - Identify the potential for peer-to-peer/mutual aid assistance to support local recovery coordination and planning efforts.
 - Request additional assistance from Federal agencies as needed; to include Federal recovery coordination support.
 - Ensure that supplemental support is in alignment with identified local priorities, strategies and plans to maximize impact, identify gaps and avoid duplication.
 - Implement solutions that incorporate resilience and mitigation principles (See Chapter 5: Building Resilience into Recovery) and ensure that recovery programs and projects are well managed and monitored.

Visual 6: Leading the Recovery (1 of 5)

Leaders must represent the community throughout the recovery process



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Communications from Leadership

The primary role of leadership is to represent the community throughout the recovery process. To successfully lead the recovery and establish a vision for the future, a leader must have a solid understanding of the whole community.

Active leadership and consistent communication can make a significant difference in the overall success of the recovery process. In cases where leadership did not take an active role in setting the agenda, engaging and communicating with the public, and instilling confidence in the process, some recovery efforts faced significant barriers. In some cases, key priorities were unable to move forward due to a lack of support from the public.



Note

Communications from Leadership Sources

Smith et al. (2018). A Comparative Analysis of the Roles Governors Play in Disaster Recovery. Risk, Hazards, & Crisis in Public Policy.

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[Next Generation](#). Available at:

https://usfema.sharepoint.com/teams/OPPASTPI/Objective_3_2/SLTT/SLTT%20recovery%20gap%20analysis%20resource%20library/PAS-Report-576.pdf#search=PAS%2DReport%2D576

American Planning Association (2014). [Planning for Recovery Management: Planning for Post-Disaster Recovery Briefing Paper 7](#). Available at <https://www.planning.org/publications/document/9139471/>

McKinsey (2015). *Improving Disaster Recovery: Lessons Learned in the United States*.

Visual 7: Leading the Recovery (2 of 5)

Leaders must be visible and proactive

- Be visible
- Be proactive
- Set the tone for cooperation
- Involve community partners
- Gain support for recovery initiatives
- Lobby for support
- Host VIPs (i.e., the politicians, partners, potential benefactors)

Visual 8: Leading the Recovery (3 of 5)

Leaders must discern and articulate the community's vision for recovery



Leaders must be able to help the community as it envisions its future as it moves through the recovery process. Leaders must also be able to impart this vision to others to gain support and enthusiasm for recovery projects and programs.

A leader might consider the following questions when guiding the creation of a vision for their community's recovery. These questions may be asked at staff meetings, focus groups, community meetings, and at other gatherings involving community groups and citizens.



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- How do we define recovery and what will our community look like when it is achieved? How was our community evolving already?
- What opportunities exist for improvement in the community infrastructure, facilities, and amenities?
- Are there key events and historical or cultural issues that must be considered and preserved as part of the recovery?
- How should recent or long-term changes in demographics be considered when planning for recovery programs and projects? (i.e. How has the community changed from its beginning to the present day?)
- How do sustainability and mitigation issues relate to decisions about recovery?

Visual 9: Leading the Recovery (4 of 5)

Leaders must set the tone for cooperation

- Obtain essential community support for recovery initiatives
- Increase your emotional intelligence



Leadership may find it necessary to lobby for support of recovery initiatives. This may include both political and financial support. This lobbying effort may include hosting VIP's, community groups and partners as well as potential benefactors for special projects and programs.

A crucial aspect of setting the tone for cooperation involves emotional intelligence (EQ).

What is EQ?

Your EQ is the level of your ability to understand other people, what motivates them and how to work cooperatively with them," says Howard Gardner, the influential Harvard theorist. Five major categories of emotional intelligence skills are recognized by researchers in this area.

1. Self-awareness. The ability to recognize an emotion as it "happens" is the key to your EQ. Developing self-awareness requires tuning in to your true feelings. If you evaluate your emotions, you can manage them.
2. Self-regulation. You often have little control over when you experience emotions. You can, however, have some say in how long an emotion will last by using a number of techniques to alleviate negative emotions such as anger, anxiety or depression. A few of these techniques include recasting a situation in a more positive light or taking a long walk and meditation.
3. Motivation. To motivate yourself for any achievement requires clear goals and a positive attitude. Although you may have a predisposition to either a positive or a negative attitude, you can with effort and practice learn to think more positively. If you catch negative thoughts as they occur, you can reframe them in more positive terms - which will help you achieve your goals.
4. Empathy. The ability to recognize how people feel is important to success in your life and career. The more skillful you are at discerning the feelings behind others' signals the better you can control the signals you send them.
5. Social skills. The development of good interpersonal skills is tantamount to success in your life and career. In today's always-



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connected world, everyone has immediate access to technical knowledge. Thus, "people skills" are even more important now because you must possess a high EQ to better understand, empathize, and negotiate with others in a global economy.

Source: Akers, M. Porter, G. (October 2018). What is Emotional Intelligence (EQ)? PsychCentral.com.

Visual 10: Leading the Recovery (5 of 5)

Leaders must involve community partners in recovery planning and programs in order to gain support for recovery initiatives



Visual 11: Activity 5.2: Public Engagement in Recovery Planning

Purpose:

Examine one of several case studies on engaging the public in recovery planning.

Instructions:

- Individually read the first page and the key point assigned to your group.
- Share your thoughts with your table group.
- Select a spokesperson and be ready to give a brief 2-3 minute report in 15 minutes.



ACTIVITY 5.2 Public Engagement in Recovery Planning

Purpose

The purpose of this activity is read a briefing paper about engaging the public in recovery planning.

Directions

1. Individually read the first page of the paper and the key point assigned to your group.
2. Share your thoughts with your table group.
3. Select a spokesperson and be ready to give a brief 2-3 minute report in 15 minutes.



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Butterfield, Christine. (June 2014). [Planning for Post-Disaster Recovery Briefing Papers: Public Engagement in Recovery Planning](https://planning-org-uploaded-media.s3.amazonaws.com/document/post-disaster-paper-1-public-engagement.pdf). American Planning Association (APA). Available from the APA Knowledge Center at: <https://planning-org-uploaded-media.s3.amazonaws.com/document/post-disaster-paper-1-public-engagement.pdf>

Visual 12: Community Recovery Committee

Establish a broad vision and incorporate community goals into the recovery strategy by establishing a Community Recovery Committee or Recovery Steering Committee.



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The Community Recovery Committee can take a variety of forms and names. The composition of the Community Recovery Committee may vary from disaster to disaster and it may be fluid to adapt to the current needs of the recovery process. It may also have numerous subcommittees addressing various needs or projects.

Visual 13: Challenges in Community Recovery

- Long-standing conflicts, not related to the disaster, may hamper recovery efforts.
- Interest groups may try to use the recovery to push their own agenda.
- Disasters exacerbate existing inequality.
- Established events and their timing will have an impact on recovery:
 - Elections
 - Large public events



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Remember the discussion in Unit 2 on key areas in which local jurisdictions face challenges throughout the recovery process?

- Leadership and authority
- Staffing for recovery
- Communication and engagement
- Operational coordination
- Effective recovery planning
- Financial and portfolio management
- Long-term impact and needs assessment

Visual 14: Selling Waterbury - Partnering for Recovery

[FEMA Video: Partnering for Recovery](#)

Available

at: https://www.youtube.com/watch?v=29Pwya7OB0E&list=PL720Kw_OojIIMlrtSgM0WcBAY0RptUKry&index=3



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With the completed Waterbury, Vermont's Long-Term Community Recovery Plan** in hand, FEMA facilitated a meeting for Waterbury with prospective "recovery partners." This video introduces the process of Waterbury "selling" the projects within their Recovery Plan to state, federal, and foundation partners who could help Waterbury rebuild their community.

*Tracey, S. (Producer). (2012, May 1). [Partnering for Recovery](#) [Video file]. Available at

https://www.youtube.com/watch?v=29Pwya7OB0E&list=PL720Kw_OojIIMlrtSgM0WcBAY0RptUKry&index=3

**Waterbury, Vermont & FEMA's Long Term Community Recovery Program. (2012, May). [Waterbury: Long-Term Community Recovery Plan](#). Available at <http://www.waterburyvt.com/about/recovery/plan/>

Transcript for the Video: "Partnering for Recovery"

All of the windows were smashed out. The Baptist Church, which their basement was completely flooded, they were out of business for quite a while. The old red mill...

Rebecca Ellis/Waterbury Selectboard: In November, we started this process, the long-term community recovery process, and it's been a great experience for us here in Waterbury because we've been able to come up with really specific projects that will help us move forward.

Rebecca Ellis/Wilmington Selectboard: Today's meeting is really a turning point for the community. Up till now, we have been doing a lot of planning about how we think we can move forward and today we're going to be able to start taking those plans and really start to moving with them.

Denise Gilliam/FEMA Community Planning and Capacity Building: The project champions are displaying and talking to the partners about their projects.

Mary Wright/Wilmington Project Champion: We are presenting our community-generated long term community recovery plan to various state and federal agencies, telling them how we think we want to succeed and go forward and they are here to help us find resources to do that.

Our first project is the business resource center.

This project here is to build a joint police, fire, and rescue building. Our group is revitalization of the historic village. These are not just pie-in-the-sky ideas.

These are the ideas we thought would have the biggest impact and would really come to life.

An application for Waterbury will score well. It will score well for national competition.

Denise Gilliam/FEMA Community Planning and Capacity Building: This meeting is the transfer of the FEMA group working with the community to the community moving forward on its own with the other partners.

Jon-Michael Muise/USDA: USDA Rural Development has about forty different programs and I would say ninety-nine percent of the projects in the room we have programs we could assist with.

Mathew Sucholdolski/Northeastern Economic Development Association: Not only the number of projects brought forth but the depth and understanding of each of those projects is very impressive.

Jon-Michael Muise/USDA: There's a lot of resources out there to be able to help communities with what they want to accomplish, whether it's a community center or fire and rescue, however, unless you have someone that's willing to step up and be the champion of that activity the money doesn't usually get accessed.

Mathew Sucholdolski/Northeastern Economic Development Association: A long-term disaster recovery plan, such as the one that has been put forth by the town today, will certainly give those communities a competitive edge, not only in the consideration of an application for funding under our programs but other federal and state resources as well as foundation funding.

Sue Minter/Vermont Irene Recovery Officer: FEMA brings people with experience. They bring facilitators. They help with the logistics of setting up meetings. They help move us forward, and that's taken a whole team of people that, unfortunately, we don't really have at the state. So, we feel so grateful to FEMA for the resources provided because I think it has been a catalyst and its set timelines and very focused strategies, and I know it's making a difference.

Sue Minter/Vermont Irene Recovery Officer: So I just want to make sure you are planning to go through the downtown designation process. That is going to really help you.

Is there any way to hurry that process?

Mary Wright/Wilmington Project Champion: One of the recovery partners was saying I understand that Wilmington is thinking of going for downtown designation. As soon as you get that, then it'll fast-track you onto this other granting process. And we said...

I've heard that it can take a year, year and a half. I have heard it takes a year and a half to apply. And she said, "Mary, you've already done all the work."

Sue Minter/Vermont Irene Recovery Officer: You've been doing it. That's what you've been doing.

So that was an "ah-ha" moment.

Skip Flanders/Waterbury Project Champion: After seeing all the people here today and the energy and things, I've converted. We are about fifty-percent complete on this. (applause)

Skip Flanders/Waterbury Project Champion: You really feel confident that this is the right thing and it's going to be good for the future of Waterbury.

Rebecca Ellis/Wilmington Project Champion: There's a buzz in the air and people are talking, and you can feel the ideas that are going back and forth. So this has really been a wonderful day.

Visual 15: Manage Things, Lead People

"You don't manage people, you manage things.
You lead people."

Rear Admiral Grace Hopper



Visual 16: Recovery Manager/Coordinator

The roles of the Recovery Manager/Coordinator are to:

- Coordinate the recovery program with leadership
- Oversee a broad range of projects and programs
- Manage the details
- Ensure management staff are working together to reach the established goals and community vision for recovery



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The National Disaster Recovery Framework* (NDRF) recommends the appointment of a Local Disaster Recovery Manager to be identified by the senior elected official following any incident that requires a coordinated recovery effort (FEMA, 2016, p. 16). Individuals in these positions are intended to serve as the primary point of contact for recovery issues within their jurisdiction and are responsible for managing the details of the recovery process on the ground--to include coordinating with recovery partners at all levels, communicating priorities of local leadership and ensuring an inclusive recovery process.

*Federal Emergency Management Agency. (June 2016). [National Disaster Recovery Framework, Second Edition](https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf) Available at https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf

Visual 17: Managing the Details

- Staffing issues
- Legal issues
- Financial and grants management
- Continuity of operations
- Communications
- Engagement



We will cover each one of these vital details for recovery in upcoming visuals.

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Visual 18: Staffing Issues

Local governments will need adequate numbers of trained staff to manage the workload of recovery efforts.



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The number of additional staff needed to manage recovery efforts will vary from disaster to disaster. Each jurisdiction will base their staffing decisions on the size of the event, amount of damage, available resources, and recovery organization structure.

Each jurisdiction will need to determine what it takes to maintain current government functions, the scope of the recovery work to be done, and available staff within the organization. Similar to a gap analysis, answering the questions on the next visual will help the jurisdiction decide what additional staff and expertise is needed to face the recovery challenge.

Visual 19: Staffing Issues (Micro Level)

- How many staff will be needed?
- Can existing staff be temporarily reassigned?
- What training will be required?
- Where will the additional staff work?
- What expertise is needed?
- Where can additional staff be obtained?
- Are existing staff members also disaster survivors?
- How will the stress of the recovery be managed?

Staffing for Recovery: Summary of Findings

Recovery efforts require a tremendous surge in human resources, often over a long period of time. The skills and expertise needed throughout recovery are both specific and wide-ranging and are not always readily available due to limited capacity and funding. Jurisdictions often struggle to staff recovery efforts thoroughly and appropriately. Obtaining the right combination and number of people to support recovery efforts is critical to recovery success.

Challenges that have been identified by jurisdictions include:

1. **Retaining Institutional Knowledge:** Many jurisdictions, particularly local governments, experience frequent staff turnover. Even in the case of experienced jurisdictions, the degree to which they document and share lessons learned with incoming staff varies and important institutional knowledge may be lost. This can lead to a lack of the necessary institutional knowledge on recovery efforts, and a need to frequently train or re-train staff on recovery.
2. **Acquiring Surge Staff:** Following a disaster, jurisdictions often encounter an increased workload due to additional responsibilities to outside of the normal day-to-day operations. As a result, local leaders often find that their existing staff is not enough to fully support recovery operations and they need to seek out sources to fill the gaps. While some of these sources, such as using volunteers, may not come at an additional cost; most sources require additional funding, such as hiring new workers, obtaining staff via mutual aid agreements with other jurisdictions, and/or contracting for services. At a time when many jurisdictions are already under significant financial strain, they may not have the funding resources to obtain the staff needed.
3. **Understanding Staffing Needs:** Staffing needs for recovery are complex and evolve over time. Jurisdictions must be able to understand and anticipate the numbers and types of people needed, and when they will be needed, in advance to efficiently and effectively staff operations. However, many jurisdictions do not have the capacity or the experience to anticipate staffing needs for a long term recovery effort. Without fully understanding the staffing needs,



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a jurisdiction may not have the right people, at the right time, to carry out the effort.

4. **Difficulties Staffing People with the Right Expertise:** There are a wide variety of skills needed for recovery, such as planners, financial managers, engineers, and construction contractors. Jurisdictions may not have all of the necessary skillsets in house, resulting in available staff performing duties for which they are not qualified, the need to train staff during an already busy time, or the need to identify contract staff or staff from other jurisdictions to assist. Furthermore, the local workforce may not have sufficient capacity to fill these needs, and the jurisdiction may lack housing options, preventing out-of-town/out-of-state workers from coming in to fill the gaps.
5. **Staff Burnout:** Recovery staff often work long hours, and recovery efforts can take months or years. Staff that work long hours without proper breaks can experience stress, sleep deprivation, isolation, or depression, impacting their mental health and putting recovery efforts and other personnel at risk. This can lead to high turnover rates, which can impact the speed and the quality of recovery operations.
6. **Lack of Established Roles and Step by Step Procedures:** While many jurisdictions have some type of recovery plan in place, many lack role descriptions and well-defined processes. As a result, recovery staff (whether already employed by the jurisdiction, or brought in as surge to assist with recovery) may not have the tools and resources needed to quickly understand and appropriately implement their responsibilities.

Areas of Opportunity:

- Staffing guidance and documented best practices
- Pre-disaster training focused on staffing
- Post-event just-in-time training, peer-to-peer support
- Resources for staffing or contract support
- Guidance for how to leverage available federal funding for recovery staffing needs, including:
 - Best practices for structuring recovery management
 - Development of sample job-aids and core competencies for recovery management staff
 - How to properly compete pre-disaster and post-disaster contracts for staff augmentation support; and
 - How to avoid audit findings or cost recapture from the federal government.



Sources:

Alesch, Daniel J., Lucy A. Arendt, and James N. Holly. 2009. *Managing for Long-Term Community Recovery in the Aftermath of Disaster*. Fairfax,

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Virginia: Public Entity Risk Institute.

American Planning Association. [Planning for Post-Disaster Recovery Briefing Papers: Public Engagement in Recovery Planning \(2014\)](#). Available from the APA Knowledge Center at <https://www.planning.org/publications/document/9138839/>

McKinsey (2015). *Improving Disaster Recovery: Lessons Learned in the United States*.

Department of Homeland Security's Coastal Resilience Center of Excellence, University of North Carolina at Chapel Hill. The Role of States in Disaster Recovery video file. [State Disaster Recovery Planning Guide \(cof.org\)](#) available at https://www.cof.org/sites/default/files/documents/files/State-Disaster-Recovery-Planning-Guide_2012.pdf

White House Long Term Disaster Recovery Working Group (2009). *State, Local, and Tribal Capacity Building, Community Planning and Technical Assistance Focus Group*.

Visual 20: Organizational Flexibility

- Encouraging structures that evolve, adapt and develop new skills and capacities
- Ensuring flexible staffing and management structures



Organizational flexibility includes characteristics such as having recovery structures at all government levels that evolve, adapt, and develop new skills and capacities to address changing recovery needs; facilitating compliance with laws, regulations, and policies; and ensuring flexible staffing and management structures.

According to research collected by the Outcome-Driven Recovery Group, following major disasters, senior elected officials may establish a new ad hoc recovery structure to oversee and coordinate long-term recovery. To date, this has included the creation of authorities or offices within a mayor's office, or within a county, city, or town department. When executed successfully, these offices can provide clear lines of authority and decision making, streamline operations, resolve complicated policy barriers, and enhance a local jurisdiction capacity to advocate for resources.



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However, in cases where recovery offices are established without a clear mission, adequate resources, authority, or necessary expertise, they can serve to complicate recovery operations, confuse key stakeholders, and create political and/or administrative challenges.

In Joplin Pays It Forward, Garren McMillan, [Recover and Rebuild Joplin Volunteer website](https://www.joplinmo.org/584/Recover-Rebuild), available at <https://www.joplinmo.org/584/Recover-Rebuild>, noted: "There are a few things that I wish our community could have known before our response and recovery phases occurred. While there's no doubt that Joplin was prepared better than most for a disaster, there were still some gaps. Below are the three main lessons I would love to share with every possible community:

"Lesson #1: Every disaster is unique; there is no master plan. No one has all, or even most, of the answers, including every single one of the disaster agencies. The affected community is expected to make many of the key

decisions.

"Lesson #2: While it's true that every disaster is unique, there are also fundamental truths that hold for nearly all disasters. These truths have already been learned over and over again in other affected locations. Your freshly-stricken community has better things to do than to reinvent the wheel. **ASK FOR ADVICE.** Don't stop asking until you are satisfied that your fellow citizens have imported every good idea that could apply to your situation.

"Lesson #3: Needless to say, disasters are confusing times and wreak havoc on communication. This includes the common-sense types of communication that you would expect to take place between the disaster agencies. These agencies do wonderful work, but they don't always talk much to each other. It's your community's responsibility to ensure that duplication of services is minimized, and that collaboration is rampant. **OWN YOUR DISASTER.** Don't be afraid to be bold--to lead the way for all those involved in the response and recovery."

Visual 21: Legal Issues

Vital to have legal advice during planning for recovery and recovery itself for:

- Recovery legislation and/or executive orders that support recovery
- Interpretation on impacts of federal, state, county, and municipal ordinances, statutes, or regulations
- Review documents

Legal advice is important when pre-disaster recovery planning is done as well as in the throes of the recovery itself.

It will ease conflict with residents and contractors if they know in advance what actions will be allowed without permits. Residents want to return home quickly and waiting for permits will delay their recovery and add to frustrations.

Local officials must determine:

- Does temporary protection work require permits?
- What constitutes "temporary"?

Planning for these questions will ease the stress after the event.

What is the threshold for permanent repairs? Is a plywood patch on the hole temporary or permanent? Is a tar paper overlay to waterproof the patch allowed? Can a hole in a wall be patched? When will that be a repair? Pre-planning will enable the building inspection department to identify the possibilities and develop answers.



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One question that always arises after an event is whether codes will be relaxed to promote faster recovery (i.e., exempted from enforcement). This is especially prominent in flood-prone areas or in areas where older, existing structures do not comply with newer zoning or building codes. Public officials must be mindful of the potential impact of providing code exemptions because such approvals could affect liability, insurance coverage and cost, and public safety in the affected area. The local government legal department should be consulted on these issues.

A separate issue is whether the local government will reduce or waive fees for building permits. In this case, a permit is still required, and all regulations must be adhered to; however, the applicant is provided some relief by not being required to pay for a permit.

In most events involving natural disasters, some demolition of structures will likely be necessary. Who will demolish and when, is often an issue of great debate. The following questions will arise:

- Can the local government demolish a structure without the owner's approval?
- Under what guidelines?
- Who can authorize it?

- Who pays for it?
- Can a structure be demolished just because it is beyond financial repair, even if it is not currently a safety hazard?
- What is the definition of a safety hazard?
- Is this clearly defined in plans, codes, or ordinances?
- What criteria will need to be met?
- What threshold will be used to determine repair or demolition?

Documentation of these actions should be maintained and supported by photographic evidence as to why the demolition was undertaken.

Public safety or community safety issues may present themselves in decisions about demolition. Community safety may involve sanitation or disease-related issues, while public safety may involve the structure being used when it is not habitable or by unauthorized persons.

Some state/tribal and local codes may require written notification of the property owner prior to demolition. The community legal department should be involved in all decisions relating to demolition.

Visual 22: Effective Financial and Program Management

- Knowing which funding sources could finance recovery
- Knowing how to administer external funding programs
- Having a system of internal financial and procurement controls and external audits
- Maximizing the use of local businesses to aid recovery of the local economy

Effective financial and program management includes characteristics such as understanding which funding sources could finance recovery; knowing how to administer external funding programs; having a system of internal financial and procurement controls and external audits; and maximizing the use of local businesses to aid recovery of the local economy.

One of the most frequent challenges associated with recovery is securing adequate funding and effectively managing those funds. With rising costs, insufficient insurance coverage (for jurisdictions, residents, and businesses), and limited budgets, many jurisdictions need to rely heavily upon financial assistance programs to support recovery efforts (e.g., grants, loans, donations). Disaster financial management is very complex, and recovery staff, including those in leadership positions, are often not fully prepared to identify, obtain, and appropriately manage the funding necessary for a successful recovery.



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Financial Management Challenges

Financial Management of a community's recovery process is full of challenges:

- Cash flow
- Money from specific sources must go to specific projects and programs
- Small communities may lack capacity for controls and tracking

Financial Documentation

Documentation of activities and costs is an essential part of disaster recovery. Documentation supports reimbursement. Accurate and complete documentation will help ensure that the maximum level of state and federal assistance is received. Although there is no guarantee of state or federal assistance, local governments should follow the same documentation guidelines.

Local governments should be proactive by establishing documentation policies and procedures before disaster strikes. Staff should be trained in documentation policies and procedures prior to a disaster. Note that documentation procedures should be in place for the following documents:

- Contracts

- Procurement processes
- Project tracking
- Expenses
- Grants
- Insurance claims
- Wage rates and policies
- Other personnel related policies

Failure to keep detailed, accurate documentation may result in a jurisdiction returning funds to FEMA. An example of a situation where FEMA recovered funding due to lack of documentation can be found in the article referenced below.

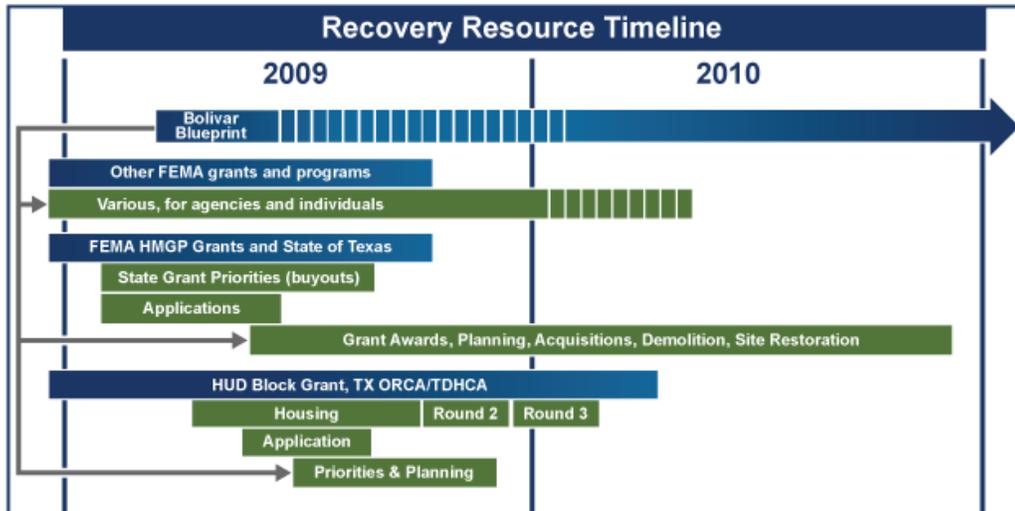
Department of Homeland Security, Office of Inspector General. (2014, June). [FEMA Should Recover \\$258.488 of Public Assistance Grant Funds Awarded to the Graton Community Services District, California \(OIG-14-109-D\)](https://www.oig.dhs.gov/reports/2014-06/fema-should-recover-258488-public-assistance-grant-funds-awarded-graton-community). Available at <https://www.oig.dhs.gov/reports/2014-06/fema-should-recover-258488-public-assistance-grant-funds-awarded-graton-community>

Visual 23: Tracking Timing of Resources

Bolivar Blueprint (May 2009)

This is a screenshot from the Bolivar, Texas blueprint of their recovery timeline.

It may be helpful to visually outline key milestones, timeline of resource distribution, or key funding deadlines.



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Realize that certain grants and loans will come at different times after the disaster. Your community must be prepared to take this timing into account and leverage the availability of resources.

For additional information, see the Mitigation Case Study called Breaking the Disaster Cycle on Bolivar Peninsula, Texas. The draft report from July 8, 2010 is referenced below.

FEMA. (2010). [Breaking the Disaster Cycle on Bolivar Peninsula, Texas: Recovery and Hazard Mitigation After Hurricane Ike](https://hazards.colorado.edu/archive/workshop/2011/speakers/pubs/campbell_bolivar.pdf). Available at: https://hazards.colorado.edu/archive/workshop/2011/speakers/pubs/campbell_bolivar.pdf

Visual 24: Reprioritizing State Funds

Potential budget areas to examine:

- "Rainy Day" Fund or Savings Reserve
- Reserve for Contingency and Emergency (Contingency Funds)
- Reallocation of State Agency Appropriation
- Postponement, Cancellation, and Completion of Capital Improvement Projects
- Reprioritization of Federal Grant Funding

Grant Seeking

- ID app Grants
- Meet with app finders
- Grant writing
- Grant matching
- Grant management
- Grant closeout



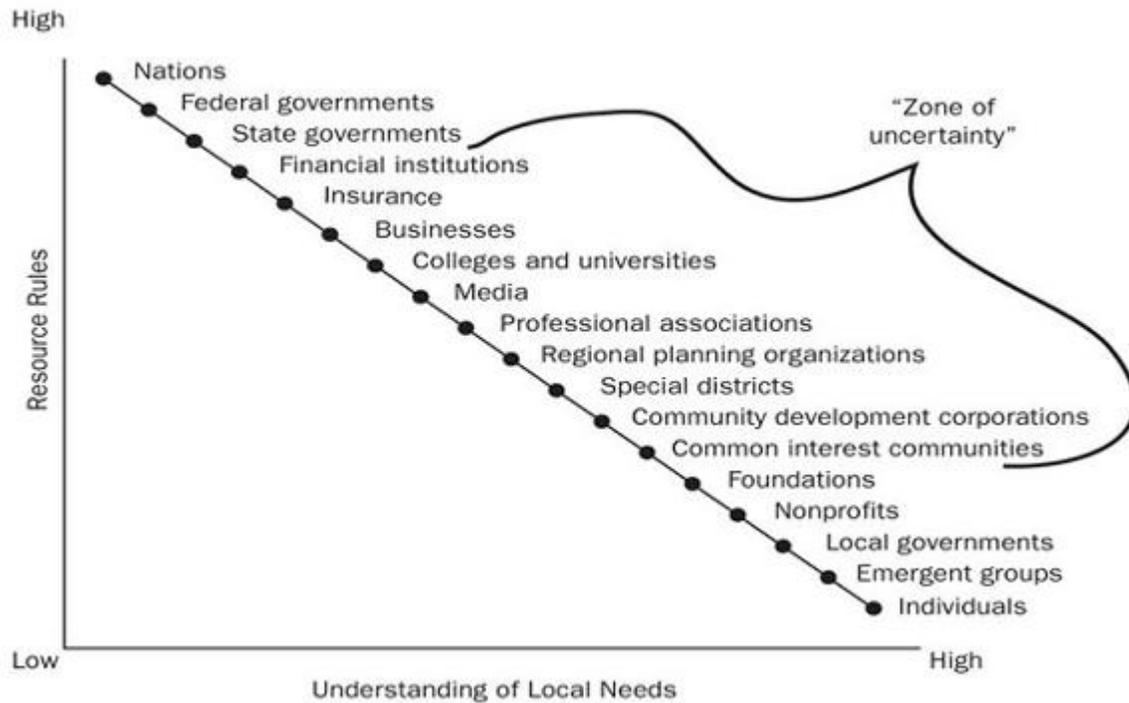
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Identifying / Securing Resources

- Gather information from the federal, state, local and non-governmental agencies that provide resources.
- Drill down:
 - When are resources available
 - Restrictions / Requirements for use of resources
 - Timeline for distribution
- Consolidate resources into one place (online/hard copy)

Visual 25: Connecting Needs and Resources

- Often a focus on government resources post-disaster and the associated rules and regulations
- The understanding of needs is high at the community level
- Needs have to be communicated to the State, Federal Government, and other resource providers



Student
Manual

This chart vividly illustrates the importance of those at the local level who understand the disaster needs of the community to be able to communicate those needs to the funders who have the resources. This is not always an easy process.

Visual 26: Continuity of Operations

In most cases, there are regular government and business services that must be provided despite the recovery process.

- Identify areas and services that have priority.
- Determine how to staff both recovery and continuity operations.
- Plan how and when to transition forces from one to the other.



Student
Manual

Determining when to transition from recovery to normal is often a difficult thing to do:

- Who determines when this transition will take place?
- How will employees be transitioned?
- What operations will be transitioned first?
- Has the disaster led to new priorities or policies from the elected officials?
- How will these new policies be communicated to the staff?

Visual 27: Proactive Community Engagement, Public Participation, and Public Awareness

- Stakeholders working together
- Public information that is trusted and accessible
- Clear information about the progress of recovery



Proactive community engagement, public participation, and public awareness includes characteristics such as stakeholders working together to maximize the use of available resources; creating post-disaster recovery plans that can be implemented quickly; and making sure public information is actionable, effective, and accessible to keep everyone informed throughout the recovery process.

The Office of Disaster Recover (ODR) Report says the following about managing expectations: Communications at the front end of the disaster can set expectations about the length of recovery, the availability of resources, or the outcome of recovery programs or initiatives that can be set without a full understanding of the complexities or challenges associated with the process. Setting unreasonable or unattainable expectations, and failing to deliver results according to those expectations, has resulted in a loss of trust or support from the public. In addition, clearly communicating the complexities of recovery, and the multiple resources that may be addressing community needs can be an ongoing challenge.

Jane Cage, Chair of the Citizen Advisory Recovery Team (CART), said, in Joplin Pays It Forward, "I understood that recovery is a process and not an event. From the beginning, our goal was to get as much input from citizens as we could. FEMA coordinated our first public input meeting just twelve days after we met for the first time as a group. We were all worried about whether anyone would come because there were plenty of reasons not to - debris removal was in full swing. But that afternoon and evening, 350 people passed through the doors of the school gymnasium. There was a nurse who had taken care of me at St. John's eight weeks before, who told me how she found her dog inside the kitchen cabinet. There was a young man I



Student
Manual

recognized from church as the caretaker of three developmentally disabled adults who had all died as a result of the tornado. People were engaged at every level- answering questions, talking with neighbors. It was good to see.

After our first public meeting, we published a booklet containing all the ideas we received. We handed the booklet out everywhere we could- even standing in front of Walmart. We sent a group to our college to solicit input in front of the bookstore. To touch the most difficult-to-reach residents, we sent a group to the temporary housing units furnished by FEMA. At every step in the process, we validated what we believed we were hearing by asking for confirmation. The recovery plan belonged to everyone, and the more citizens that had input, the richer the plan became.

You can expect to be pulled between process and progress. At our first public input meeting, we asked citizens to cast their vision across every sector of the community by putting their ideas on sticky notes. We received enough ideas to fill a fifty-page booklet. It took time to analyze and condense them. As soon as we had the second step done, I started to feel the pull. I would see the Mayor at a meeting, and he would remind me that “everyone” was waiting to figure out what to do until they knew the plan. At the same time, I was also getting cautioned that if we didn’t get a plan in place soon, Joplin would come back just the way it was before the tornado because people and businesses were rebuilding so quickly using old ways. My FEMA advisors urged me to put a solid plan in place that was well-thought-out and contained the necessary elements of vision and goals. In the end, we followed the process and were glad of it. None of us ever imagined that our work would become the city’s official recovery plan.

Resist the temptation to short-change your vision. As you might imagine, there was a massive groundswell for underground utilities immediately after the tornado. As citizens started to dream, some ideas seemed hugely impractical. We decided to dream big at the end of the day. The plan is the time to figure out the what, not the how. As I look back, we’ve found ways to accomplish goals that I thought would be impossible. Enlist outside help to accomplish the plan. We held a recovery forum and, with the help of FEMA, the Chamber invited foundations, federal agencies, and state agencies to attend. We presented the plan and asked each group to walk through the plan to see where their agencies might fit in. Even as long as a year later, we are still getting responses that turn into substantial assistance.

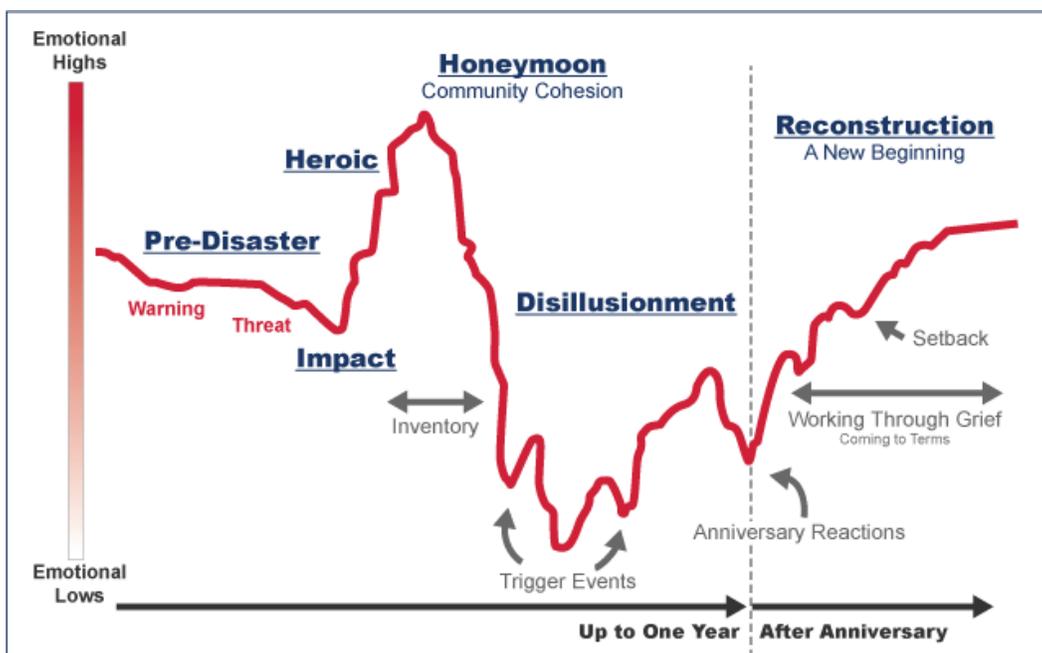
So, what would I tell you if you are taking on the job of leading citizen participation?

1. Remember that you work for citizens. Our purpose has always been to listen, report, and then to be their advocate.
2. Remaining objective and independent is absolutely essential.
3. It’s a privilege to do the work. I’ve been touched when someone that I’ve never met comes up to me at the grocery store to say, “thank you.” That is the best kind of reward.
4. Use your role to build bridges between other groups. In recovery,

everyone is running a race and generally in their own lane. Help them to look side-to-side and communicate to strengthen the effort.

5. Be ready to be in for the long haul. Don't just drop off the plan at the doorstep of government. Your continued presence can be a reminder of who everyone should be working for – the citizens that trusted you with their hopes and dreams.

Visual 28: Community Emotional Recovery Phases



Student
Manual

- Phase 1**, the pre-disaster phase, is characterized by fear and uncertainty. The specific reactions a community experiences depend on the type of disaster. Disasters with no warning can cause feelings of vulnerability and lack of security; fears of future, unpredicted tragedies; and a sense of loss of control or the loss of the ability to protect yourself and your family. On the other hand, disasters with warning can cause guilt or self-blame for failure to heed the warnings. The pre-disaster phase may be as short as hours, or even minutes, such as during a terrorist attack, or it may be as long as several months, such as during a hurricane season.
- Phase 2**, the impact phase, is characterized by a range of intense emotional reactions. As with the pre-disaster phase, the specific reactions also depend on the type of disaster that is occurring. Slow, low-threat disasters have psychological effects that are different from those of rapid, dangerous disasters. As a result, these reactions can range from shock to overt panic. Initial confusion and disbelief typically are followed by a focus on self-preservation and family protection. The impact phase is usually the shortest of the six phases of disaster.
- Phase 3**, the heroic phase, is characterized by a high level of activity with a low level of productivity. During this phase, there is a sense of altruism, and many community members exhibit adrenaline-induced

rescue behavior. As a result, risk assessment may be impaired. The heroic phase often passes quickly into phase 4.

- **Phase 4**, the honeymoon phase, is characterized by a dramatic shift in emotion. During the honeymoon phase, disaster assistance is readily available. Community bonding occurs. Optimism exists that everything will return to normal quickly. As a result, numerous opportunities are available for providers and organizations to establish and build rapport with affected people and groups, and for them to build relationships with stakeholders. The honeymoon phase typically lasts only a few weeks.
- **Phase 5**, the disillusionment phase, is a stark contrast to the honeymoon phase. During the disillusionment phase, communities and individuals realize the limits of disaster assistance. As optimism turns to discouragement and stress continues to take a toll, negative reactions, such as physical exhaustion or substance use, may begin to surface. The increasing gap between need and assistance leads to feelings of abandonment. Especially as the larger community returns to business as usual, there may be an increased demand for services, as individuals and communities become ready to accept support. The disillusionment phase can last months and even years. It is often extended by one or more trigger events, usually including the anniversary of the disaster.
- **Phase 6**, the reconstruction phase, is characterized by an overall feeling of recovery. Individuals and communities begin to assume responsibility for rebuilding their lives, and people adjust to a new “normal” while continuing to grieve losses. The reconstruction phase often begins around the anniversary of the disaster and may continue for some time beyond that. Following catastrophic events, the reconstruction phase may last for years.

Adapted from Zunin & Myers as cited in DeWolfe, D. J., 2000. Training manual for mental health and human service workers in major disasters (2nd ed., HHS Publication No. ADM 90-538). Rockville, MD: U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services.

Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services. [Phases of Disaster](https://www.samhsa.gov/dtac/recovering-disasters/phases-disaster), available at <https://www.samhsa.gov/dtac/recovering-disasters/phases-disaster>

Visual 29: Unit 5 Summary

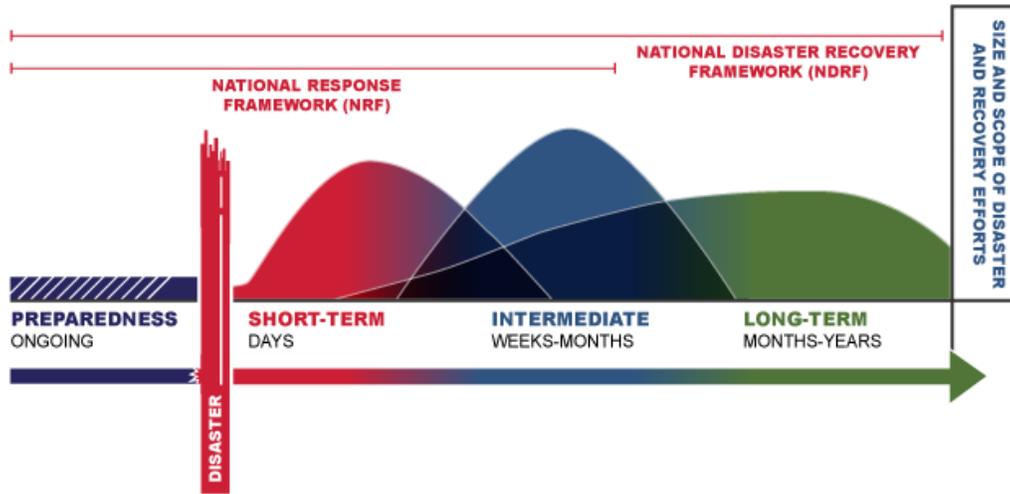
You should now be able to:

1. Identify differences between leadership and management in terms of recovery.
2. Describe the actions a community leader can take to lead the community through recovery.
3. Describe the function of a Community Recovery Committee.
4. Analyze how recovery will impact the numbers and types of staff needed by the community.
5. Explain the impact of various phases of disaster recovery on the morale of the community.



Unit 6: Course Conclusion

Visual 1: Recovery Continuum



Visual 2: Discussion of Pre-Disaster Recovery Plans



Visual 3: Recovery from Disaster: Local Community Roles

Now that you have completed this course, you should be able to:

- Demonstrate an increased knowledge of local government responsibilities and challenges associated with disaster recovery.
- Explain the need to develop, revise, and/or implement a pre-disaster recovery plan.
- Apply an increased understanding of recent "lessons learned" in disaster recovery at the local level.