

Lessons in Community Recovery

Six Years of Emergency Support Function #14
Long-Term Community Recovery from 2004 to 2010

April 11, 2011



FEMA

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EXECUTIVE SUMMARY

Purpose of the Report

This report, *“Lessons in Supporting Community Recovery,”* uses Emergency Support Function #14 Long-Term Community Recovery (ESF #14 LTCR) experiences to derive examples and practical lessons for all audiences that seek to better prepare for and implement a holistic, community-wide disaster recovery process. Public, private and nonprofit entities will find useful lessons that can be applied as the nation implements the National Disaster Recovery Framework. The report describes the progression of ESF #14 LTCR support to communities over the past 6 years, noting elements of successful recovery, challenges encountered and lessons learned by ESF #14 LTCR.

FEMA selected 15 communities within 10 states/tribes affected by tornadoes, floods, and/or hurricanes for detailed examination in this report. The post-disaster experiences of each community and state illustrate key lessons learned and best practices during the recovery process.

The report is organized into three sections: *Part 1 Achieving Disaster Recovery*, *Part 2 Recovery in Action*, and *Part 3 Lessons for the Future*. The key findings for each section are summarized below.

Part 1: Achieving Disaster Recovery

The first section of this report describes the general elements often required to achieve disaster recovery, based on academic research and experience of ESF #14 LTCR and others supporting communities post-disaster. Communities that successfully recover from disaster events have the following elements in common:

KEYS TO SUCCESS

- **Act Quickly** – Communities take advantage of the window of opportunity post-event to assess and determine the future of the community.
- **Actively Plan** – Planning maximizes the opportunities for communities to coordinate interrelated elements of housing, infrastructure, environment, culture and promote consideration of design and policy changes for future development.
- **Engage the Community** – A successful public engagement process will give all residents in a disaster impacted community the opportunity to interact and provide their input on future development. Engaging the community legitimizes the planning process, empowers residents and gives the community ownership of the process.
- **Develop Partnerships, Networks and Effective Coordination Strategies** – A broad and connected network of public, private



Louisiana Recovery Planning Day, St. Bernard Parish

Background

ESF #14 LTCR has worked with more than 160 communities across 20 states, two tribal nations and the Commonwealth of Puerto Rico since officially becoming an Emergency Support Function in late 2004. Approximately 50 teams, totaling more than 500 subject matter experts, have supported these tribal, state and community recovery efforts. Results of these efforts include more than 60 community recovery plans, strategies or documents, formation of 15 local community recovery organizations, and assistance to eight states to organize for recovery.

and nonprofit entities is needed to support community recovery. Stakeholders should coordinate and leverage resources, capitalize on local knowledge and incorporate community needs throughout the recovery process.

- **Make Decisions and Manage Recovery Locally** – Outside support to build capacity and support local leadership is key, but the community must be prepared to take ownership and comprehensive management of the recovery process and outcome.
- **Mitigate** – Recovery maximizes effectiveness when it eliminates or reduces risk and improves the long term sustainability of the community. Hazard mitigation, risk reduction and sustainability choices should be integrated throughout recovery policy and reinvestment decisions.
- **Prepare for Recovery** – Pre-disaster planning, that establishes roles and responsibilities for each government department, is critical. A prepared community acknowledges risks, and is more resilient and capable of actions to address the post disaster recovery.

Part 2: Recovery in Action

The *Recovery in Action* section contains brief case studies of 15 communities that received ESF#14 LTRC assistance over the past six years, and pinpoints the lessons learned from working in more than 100 communities. In order to better understand the role of LTRC assistance in recovery, FEMA conducted case study research on recovery outcomes in a wide variety of communities. Based on recovery case study research, common themes were identified that provide lessons for all audiences engaged in long-term recovery.

RECOVERY LESSON THEMES

1. **Local Ownership and Direction** – Recovery can only be successful when it is locally driven and the community takes ownership of the recovery process. Those providing recovery assistance should supplement local efforts and build local capacity as needed.

CASE STUDIES IN THIS REPORT

- **Florida (2004)**
Escambia County: Pensacola
- **Mississippi (2005)**
Hancock County
- **Louisiana (2005)**
Calcasieu Parish
Washington Parish
- **Kansas (2007)**
Kiowa County: Greensburg
- **Iowa (2008)**
Linn County: Palo
Bremer County: Waverly
- **Wisconsin (2008)**
Crawford County: Gays Mills
- **Texas (2008)**
Galveston County: City of Galveston + Bolivar Peninsula
Chambers County
- **Georgia (2009)**
Cobb County: Austell + Powder Springs
Douglas County: Lithia Springs
- **Tennessee (2010)**
Davidson County: Nashville
- **Spirit Lake Nation (2010)**

2. **Create a Common Vision for Recovery** – A clear vision for the future should be established; the visioning process should be inclusive, reaching out to all stakeholders in the community for input. Building on existing community networks to connect stakeholders adds credibility to the process and builds existing capacity.
3. **Plan for Recovery** – The development and adoption of planning documents to formally establish the community’s path forward indicates commitment to and ownership of the recovery process.

4. **The Timeline for Recovery is Long** – Communities should expect that obtaining funding and project approvals may take several years. Local stakeholders who are dedicated to implementation of recovery projects, in tandem with local and state commitment will decrease the recovery timeline for recovery and increase the opportunity for success.
5. **Partnerships and Organizing** – Coordinated efforts among public, private, and nonprofit partners are crucial to successful implementation of recovery plans. Connecting funders with community leadership to strategize on potential project funding is key to enabling a successful recovery.
6. **Leadership and Consistency are Critical to Success** – Communities benefit from a sustained and consistent management effort from their leadership and are able to maintain momentum and implement recovery plans that may take years of dedication to come to fruition.
7. **Role of the State Government** – States that understand the value of long term recovery support are able to maximize state and federal resources in a timely manner post-disaster. State partnership and support of local communities in the LTCR process is

vital to successful coordination of all levels of government. Those that have developed leadership, technical assistance or coordination structures and plans to support community recovery shorten the timeline for project implementation.

8. **Federal Operations and Support** – Federal program expertise and resources should be applied effectively to complement state/tribal and local recovery efforts. Communities will greatly benefit from continued efforts to increase federal interagency coordination and communication through the development of the National Disaster Recovery Framework.

Part 3: Lessons for the Future

The *Lessons for the Future* section outlines key areas of focus to fully implement the National Disaster Recovery Framework (NDRF). ESF #14 is expected to transition into the NDRF and it is important that key ESF #14 lessons are addressed in this process. These recommendations are based on lessons learned from multiple LTCR engagements, U.S. Government Accountability Office reports and Inspector General recommended actions.

1. **Build capacity at all levels of government to successfully implement recovery concepts identified in the NDRF** – Engaging in training, exercises and planning in advance for recovery support at the local, state and federal level will increase stakeholder capacity.



Louisiana Recovery Day in Plaquemines Parish

2. **Prepare for recovery by developing pre-disaster plans and guidance** – Develop plans and strategies that include roles and responsibilities to more fully prepare communities to address recovery challenges.
3. **Encourage and support local ownership, leadership and management of the recovery process** – Recovery must be owned at the local level if it is to be successful. Local involvement provides continuity, fosters trust in the process and encourages stakeholder participation and investment in recovery.

4. **Foster and strengthen connectivity between all stakeholders to effectively leverage recovery resources** – A systematic method to connect local, state and federal stakeholders will ensure that resources are optimized and recovery is expedited.

This report serves as a resource for all partners involved with assisting disaster-impacted communities navigate the challenges and opportunities faced after a disaster.



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INTRODUCTION

The Federal Emergency Management Agency (FEMA), as lead agency for Emergency Support Function #14 Long Term Community Recovery (ESF #14 LTCR), has prepared this report to provide federal, tribal, state, and local recovery partners with information and illustrations that can be used to collectively improve recovery actions and coordination. This report documents and promotes the ability of federal agencies to support long-term community recovery by identifying lessons learned through ESF #14 LTCR. At the conclusion of this report, tribal, state and local recovery partners will better understand the ESF #14 LTCR approach to recovery and how all partners can better work together to improve the recovery process and build an integrated recovery system.

Throughout the report FEMA has documented the progression of ESF #14 LTCR concepts and assistance based on six years of disaster experience. Examples from this report serve as a platform for jurisdictions and others to learn and benefit from these experiences. The illustrations contained in this document demonstrate the continued evolution of the federal approach to recovery and provide a guide for future actions to improve the recovery system, including the development of the National Disaster Recovery Framework.

Objectives of the Report:

This report provides:

- illustrations of community recovery practices that allow governmental jurisdictions and other recovery partners to learn and benefit from prior experience and improve recovery actions and coordination;
- increased understanding of the federal support available for community-wide recovery; and,
- lessons to shape future implementation of the National Disaster Recovery Framework.

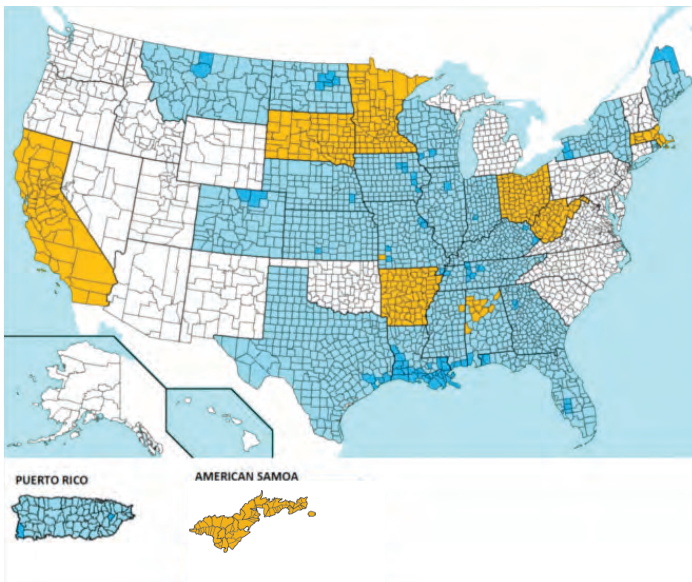
PURPOSE - This document was created to communicate lessons learned by ESF#14 LTCR for use by recovery leaders at all levels of government, and the private sector, to improve the pre- and post-disaster recovery process.

Structure of the Report:

The report is organized into three sections:

- The first section, *Achieving Disaster Recovery*, establishes the context for community recovery by describing the process, the role of LTCR teams, and the elements known to facilitate successful long term recovery of communities.
- The second section, *Recovery in Action*, summarizes select LTCR efforts and analyzes the common trends and lessons learned from community case studies.
- The final section, *Lessons for the Future*, translates the understanding gained from these experiences into actions and guidance that can inform future community recovery efforts under the National Disaster Recovery Framework.

Appendices contain individual case studies of ESF#14 LTCR assisted communities and states discussed in this report. These will be made available online at the FEMA web site at www.fema.gov/rebuild/ltr, as they are developed.



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Emergency Support Function #14 and Its Focus in this Report

ESF #14 Long Term Community Recovery (ESF #14 LTCR) provides a structure under the National Response Framework (NRF) to promote successful long-term recoveries for tribes, states and communities suffering extraordinary damages, where local capacity to implement a recovery process is limited. ESF #14 LTCR provides coordination and technical assistance to support federal, state and local recovery process. It is one of the fifteen Emergency Support Function annexes under the NRF. More information on the NRF can be found at www.fema.gov/emergency/nrf/. The ESF #14 Annex can be found at www.fema.gov/pdf/emergency/nrf/nrf-esf-14.pdf.

Specifically, ESF #14:

- Facilitates delivery of federal assistance to state, tribal and local governments in unique and challenging disasters for community-wide recovery, reconstruction and redevelopment.
- Serves as a mechanism to coordinate recovery resources among federal programs, seeking to avoid duplication of assistance, identify

and resolve policy issues and gaps, and coordinate application processes and planning requirements to streamline assistance.

- Provides technical assistance support for state, tribal and local government long-term recovery decision-making, through planning assistance, impact assessments, and identification of key recovery priorities and resources. The LTCR planning model is described in the LTCR Self-Help Guide for local governments at www.fema.gov/rebuild/ltr/plan_resource.shtm.

Over the last six years, and since officially becoming an Emergency Support Function in late 2004, ESF #14 has worked with more than 160 communities across 20 states, two tribal nations and the Commonwealth of Puerto Rico. The map at right depicts states and communities that received assistance in blue, and states where only an LTCR assessment was conducted in yellow. Approximately 50 teams, totaling more than 500 subject matter experts, supported these tribal, state and community recovery efforts. The results include supporting preparation of more than 60 community recovery plans, strategies or documents, formation of 15 local community recovery organizations, and assistance to eight states to organize for recovery. FEMA selected 15 communities within 10 states/tribes affected by tornadoes, floods, and/or hurricanes for detailed examination. The post-disaster experiences of each community and state illustrate key lessons learned and best practices during the recovery process.

Whole Community Disaster Recovery - A new future in disaster recovery

Survivors of a large disaster know how difficult it is to recover and put one's life and community back together. They also understand how difficult it can be to participate in an organized process that represents the diverse views that emerge after a large disaster. Large disasters can also expose and exacerbate the community's existing challenges and create massive disruptions across all systems of a community. While disasters generate destruction, tragedy and hardship, recovery from these impacts can create new opportunities and partnerships.



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Woven throughout this report is an emerging concept: “**whole community**” disaster recovery. Holistic community-wide recovery requires a new look at the full capabilities and resources of ALL elements of the community and involvement of residents and stakeholders in reshaping their future. Recovery is an opportunity to utilize the whole community to develop a vision to re-think, re-design, and re-build in new ways, if only individuals, organizations, and public and private sector partners work together effectively. This report examines the elements of successful community recovery that support a whole community approach to disaster recovery by distilling “lessons learned” from six years of Long-Term Community Recovery operations.

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PART I: ACHIEVING DISASTER RECOVERY

Defining Successful Disaster Recovery

Communities must determine, based on their own unique circumstances, what a successful disaster recovery looks like. They succeed most often when recovery is deliberate and intentional. Without an agreed-upon, working definition and vision for recovery, as well as measurable goals and objectives specific to the community, success will be nearly impossible to achieve.

Recovery looks and feels different for each community. Some communities may wish to rebuild every component of the community as it was prior to the disaster. Other communities may plan for growth or change as they look to the future, while still others may use the opportunity of recovery to consolidate certain services, projects or functions to increase efficiencies. Consequently, the path to recovery will vary. Decision makers and community leaders are required to be flexible and adaptable.

Baseline for Recovery

Despite the variability of recovery for each community, there is often a similar common set of base expectations across communities for the return of functional systems. This can be thought of as the baseline for community recovery. The specific paths, decisions, goals, projects and end states for each community will differ.

“Community” or local government - The term community is often used in this report. Community is meant to be a broad term for this collective, multi-sector, self-organizing, and generally geographically bounded system. Often ESF #14 focuses on the local government as the primary participant most likely to pull together these system parts in a disaster recovery situation. Local governments officially represent members of the community, set land use and infrastructure investment policy, utilize government grants, and shape the decisions of all other participants.

Many narrowly focus on identifying actions, and in some cases measurements, for recovery associated with these baseline expectations. Communities are more successful when they blend traditional stabilization and repair- focused recovery elements with a holistic and long-range, forward-looking view of recovery. The forward looking view addresses changed circumstances and opportunities and enables the community to adapt to the post disaster environment. Often times this is referred to as the “new normal.” This requires moving beyond the baseline for recovery to plan for improved conditions.

BASELINE RECOVERY

- *Economic* – The tax base has stabilized and there are jobs and services to sustain a population.
- *Infrastructure* – Water, waste water, power and other essential services are restored and reliable.

“Recovery is not a final, identifiable state, but evolves from decisions made over time and is achieved most readily when local organizations are free to respond to their specific circumstances.”¹

Dr. Robert Olshansky

- *Transportation* – Roads, bridges and other transportation services are safe and operational and allow full access to services, work and commerce.
- *Government / Local Leadership* – Basic, government functions are open and operational.
- *Housing* – There are units and locations available for people who want to return to rent or own according to their needs.
- *Health and Human Services* – Basic care can be accessed at a level sufficient for all community members.
- *Environmental Systems* – Repair or restoration is underway and integrated into recovery activities and considerations.
- *Mitigation* – Rebuilding reduces vulnerability to hazards and fosters resiliency in future disasters.²

Recovery creates an opportunity to not only return and survive after a disaster but to transform and thrive as a community. The restoration of essential elements identified previously is critical for reestablishing basic community services; without these elements residents and businesses cannot return. Thinking beyond this baseline allows a community the opportunity to think more holistically about its future. Establishing a long-term vision for the recovery allows the community to identify and develop potential opportunities that would not be possible otherwise. Transformative recovery uses essential elements as the starting point for creating the vision of recovery, not as the endpoint for success.

Professor Emeritus Daniel Alesch of the University of Wisconsin-Green Bay suggests shared expectations are paramount to successful community recovery, because “the community system develops long-term viability in the post-event milieu at a level that is roughly consistent with the expectations that the residents have developed over time after the event.” Setting these expectations collectively at the outset can galvanize community support and commitment to working toward a recovery that moves beyond the baseline.

Examples of questions communities might be challenged to consider to move beyond the baseline and adapt to the post disaster period include:

- **Economic:** Has the community adapted to changed economic conditions, set a benchmark for reestablishment or increase of the tax base, developed new or strengthened economic drivers based on a new post disaster recovery vision?
- **Infrastructure:** Has the community taken advantage of the opportunity to modernize or strengthen systems, consolidate infrastructure, or use infrastructure reconstruction to facilitate other economic, housing or hazard mitigation long-term recovery strategies?
- **Housing:** Has construction of permanent housing adapted to new realities of the community’s socio-economic conditions or



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Beyond a Baseline, Toward a Vision for a New Post-Disaster Community

Recovery, in nearly every case, is about more than a return to pre-disaster conditions and often focuses on the new conditions post-disaster and new expectations and opportunities that can only be defined by a community process designed to meet the unique post disaster circumstances.

“... planners do not have unlimited time to plan ... citizens of the area have a post-disaster plan in mind even before the planners begin their work ... that plan is the city as it was before a disaster.”

Schwab, Geipel



Louisiana Recovery Day in Jefferson Parish

does replanning of housing support the community's vision for workforce or affordable housing?

Conditions for Success

Communities that effectively recover share common traits. These traits are integrated throughout a recovery process that guides significant community decisions and local government investments. Successful conditions include those where communities act quickly, actively plan, engage the whole community, build partnerships through coordination, manage the process, make decisions at the most local level possible and remain flexible.

- **Act quickly** – “The window of opportunity for accomplishing post-disaster improvements is short, lasting at most for several months following the disaster.”⁴ It is easy to return to routine patterns and behaviors; residents and resource entities are eager to resume normal operations, so new ideas must be generated and acted on quickly.
- **Actively plan** - “Planning can maximize the opportunities for coordination of land uses and infrastructure, ensure safety, and promote design to improve the quality of residents’ lives, account for the concerns of all citizens, and seek cost-effective solutions.”⁵
- **Engage the whole community** – Leaders and planners “need to talk to those who are going to be affected to learn what is likely to be effective or detrimental”.⁶ Resilient communities engage and utilize their own capacity embodied in citizenry and leaders to spur and sustain recovery. Two-way communication between the community at large and the local leadership, while challenging, is vital to the recovery process. Community engagement can help re-establish social networks, elicit input from marginalized and disadvantaged demographic groups, and encourages residents to focus on the future. Public engagement also allows different parts of the community to articulate their recovery needs.
- **Develop partnerships, networks and effective coordination strategies** – The large task of recovery must be undertaken by a broad network of partners to effectively leverage resources and move the community forward. For agencies and organizations partnering on recovery, support should remain focused on and driven by community needs, knowledge, and the redevelopment process. “The amount of funds and mix of sources after any particular event is not easy to predict. Setting priorities for use of limited funds is a challenge ...”⁷ Working together ensures effective use of limited resources and leverages funding. To achieve successful partnerships, effective coordination between all stakeholders is critical.

- **Make decisions and manage recovery locally** – Local leaders and decision makers are positioned to know how best to meet their community needs following a disaster. Ultimately, local leaders are responsible for overall recovery. Making decisions and managing recovery locally create the best opportunity for success. “When people share a strong sense of community they are motivated and empowered to change problems they face, and are better able to mediate the negative effects over things which they have no control,” Chavis et al., (1990, p. 73).
- **Prepare for recovery** – Jurisdictions who prepare themselves to recover quickly
- **Integrate hazard mitigation and sustainability** – Recovery is most effective when it eliminates or reduces community hazard risks and community sustainability is improved. Hazard mitigation, risk reduction and sustainability choices are integrated throughout recovery policy and reinvestment decisions. “What is important about planning for post-disaster hazard mitigation is that additional resources that facilitate local hazard mitigation in the aftermath of a disaster do not materialize by accident. Local governments manage to secure resources in large part because they have planned to do so”.⁹

Historical Federal Involvement in Long-Term Community Recovery

The federal government augments state and local resources when their capabilities are exceeded after a major disaster. Federal recovery efforts have typically consisted of providing financial resources for disaster assistance programs targeted to helping individuals, families, businesses and public facility reconstruction, physical recovery, and mitigation. In some situations, particularly large, multi-state or unique disasters; the federal government has provided broader planning and policy based recovery and redevelopment assistance focused on regional and community-wide recovery planning and interagency coordination.

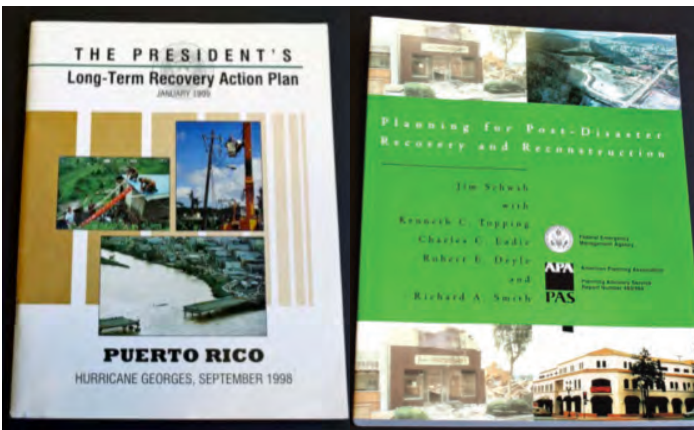
This broader recovery experience spans many decades, even prior to the National Response Plan. The federal government conducted disaster wide strategic assessments after some events, such as the FEMA directed economic recovery assessments, through the Economic Development Administration, after Hurricane Floyd in North Carolina, New Jersey and Virginia. There were community centric approaches drawn from experiences such as the re-planning of Arkadelphia, Arkansas, FEMA's Project Impact in the 1990s, as well as from pre-ESF #14 community recovery planning efforts in Stockton and Pierce City, Missouri; Utica, Illinois; and in Florida after the



Federal/state partners discussing long-term recovery needs at SLN planning meeting

from disasters are better positioned to rapidly recover than those that have not prepared. Every department, entity and individual understands and prepares for their pre-disaster role. The State of Florida, through their Post Disaster Redevelopment Planning preparedness program believes that preparation for recovery is paramount. “The aftermath of a disaster is always challenging, even if a community has planned for a worst-case scenario; however, by proactively creating a process to make smart post-disaster decisions and prepare for long-term recovery needs, the community can do more than simply react.”⁸

“... post-disaster reconstruction [planning] serves to facilitate and optimize the process for deciding which mitigation techniques a community should use in each hazard prone area.”¹⁰



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- A Presidential Executive Order directing interagency recovery planning and support for Princeville, North Carolina after Hurricane Floyd in 1999;
- Interagency recovery coordination after the 2001 World Trade Center Disaster;
- Presidential Long-Term Recovery Task Forces to support recovery from Hurricane Georges (1998) in Puerto Rico and the 1997 flooding of Grand Forks, North Dakota.

The concepts underpinning ESF #14 LTCR have built on the knowledge documented in various academic studies and publications spanning a large time period, such as Claire Rubin’s often cited 1985 study “Community Recovery from a Major Natural Disaster,” and Dr. Daniel Alesch’s book “Managing for Long-Term Community Recovery in the Aftermath of Disaster.” FEMA partnered with the American Planning Association to create the 1998 report, “Planning for Post Disaster Recovery and Reconstruction”, which catalogued much of the knowledge of planning for community recovery at the time. The two organizations are again collaborating to update and revise this important publication.

Role of ESF #14 LTCR Support in Launching Successful Recoveries

Long-Term Community Recovery – The National Response Plan (NRP) established Emergency Support Function #14 Long-Term Community Recovery (ESF #14 LTCR) in late 2004. The NRP was superseded by the current National Response Framework (NRF) in 2008 and further outlines the mission and role of ESF #14 in the ESF #14 Annex. LTCR’s first large-scale operation involved supporting the massive multistate recovery effort after Hurricanes Katrina and Rita in Louisiana, Mississippi, and Alabama. Newly formed, LTCR quickly moved to unfold a planning effort supporting more than 25 parishes and counties and three states. LTCR has continued to evolve and learn from early experiences as documented in the ESF #14 2008 report, Road to Recovery, and through the experiences detailed in this report. Six years after the launch of ESF #14’s LTCR program, its work helped catalyze the development of the National Disaster Recovery Framework (NDRF), which like the NRF, will govern interactions of federal, tribal, state,

2004 hurricanes. From these experiences, ESF #14 was created to promote a community-centric, coordinated, long term approach to recovery, with a focus on organizing and leveraging federal resources and providing enhanced technical assistance to states and communities.

Other pre-ESF #14 community recovery examples include:

- Redevelopment of the solar village in Soldiers Grove, Wisconsin in the mid 1970s;
- The community-wide mitigation and recovery of Rapid City, South Dakota in the 1970s;
- The relocation and redevelopment of Valmeyer, Illinois, in 1994;

Mission of ESF#14 LTCR

The mission of LTCR is to promote successful long-term recoveries for communities suffering extraordinary damages. It does so by working with and through the state, tribe or territory to: identify and coordinate potential sources of recovery funding; and to provide technical assistance in the form of impact analysis and recovery planning support.

local, private sector and non-governmental recovery partners for all types of disasters.

ESF#14 LTCR assistance is activated for a Presidentially declared disaster at the request of a Federal Coordinating Officer in coordination with state or tribal officials. The mission is complete when all substantial resources have been identified and coordinated with the severely damaged areas, when warranted impact analyses are completed, and when the necessary support has been provided to launch community recovery plans. LTCR transitions efforts to state and local recovery capabilities. State, tribal, federal, local and non-governmental partners build on LTCR efforts to continue the community recovery process after the LTCR assistance teams demobilize.

LTCR assists communities as a whole, largely focused on local government, in beginning their area-wide recovery process. This support is a departure from assistance that focuses on the specific needs of individual community members or families, such as that coordinated by non-profit and non-governmental organizations, including Voluntary Organizations Active in Disaster (VOAD). The VOAD work to assist individuals and families is often facilitated through local long term recovery groups or unmet needs committees. In contrast, LTCR responds to the overall impact of the disaster, as well as the strategic conditions of the state and community government capacity prior to and following the disaster.



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Deployment History of ESF #14 LTCR

Since 2004, approximately 50 teams, totaling more than 500 technical experts, have supported LTCR efforts in more than 160 communities across 20 states, tribal reservations and the Commonwealth of Puerto Rico. The results of these efforts include nearly 60 community recovery plans, strategies or documents, approximately 15 local recovery organizations formed, and assistance to eight states to organize for recovery. Immediately prior to the official launch of ESF #14, FEMA's LTCR support program provided technical assistance to 4 states and 9 communities between 2003 and the launch of ESF #14 in late 2004. Support has taken the form of comprehensive, large planning teams for heavily impacted communities to smaller targeted planning and technical assistance teams for communities with more specific needs.

More than 12 federal departments and agencies have partnered in community recovery efforts, including the direct support and coordination of hundreds of federal employees. ESF #14 has employed the resources of FEMA and other federal agencies to provide expertise in public involvement processes and meeting facilitation, community planning, architecture, landscape architecture, urban design, sustainability, energy efficiency, populations with a disability or access/functional needs, smart growth and a variety of programs and technical assistance offered by the federal government. The level of assistance LTCR teams provided to states and



Greensburg, Kansas LTCR Meeting

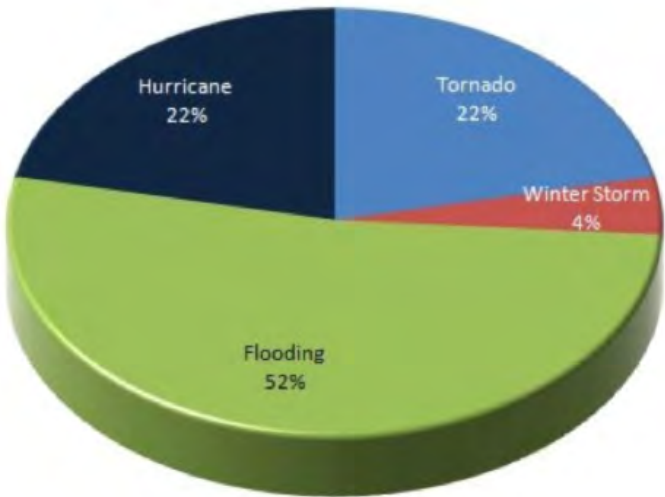
an advisor or a small team may provide assistance to a specific community for three to four weeks; or in the case of a large scale disaster where a community does not have the capacity to address long term recovery issues, a larger LTCR team may be in place for 9 to 12 weeks or more. The unprecedented scale of Hurricane Katrina led to high levels of LTCR staffing; over 300 technical assistance consultants were deployed to assist disaster impacted Louisiana parishes to develop LTCR plans.

The majority of geographic areas assisted by LTCR teams have suffered impacts from severe flooding as indicated in the accompanying graphic. LTCR teams have assisted communities recovering from unusual or large tornadoes and severe hurricanes.

communities has ranged from convening interagency groups or workshops to strategize on community recovery issues to multiple public involvement sessions to guide stakeholders through visioning and goal-setting.

The following chart summarizes the work ESF #14 completed in the last six years and includes the state, federal disaster declaration number (DR #), total number of communities' assisted, type of disaster, and approximate dates of deployments. These timeframes represent the duration of ESF #14 LTCR mission from assessment to implementation across the entire disaster. The timeframes are not community specific and do not include intermittent follow-on or remote technical support after ESF #14 demobilization. In each mission, ESF #14 offered technical assistance to the state to support organizational efforts and build capacity where appropriate in addition to providing assistance to communities.

ESF #14 LTCR teams provided varying levels of service to rural and urban communities ranging in population from less than 400 to more than 600,000. The personnel dedicated to long-term community recovery and the duration of assistance vary according to a number of factors, including the scale and severity of the disaster, community capacity, resources provided by the state, and the interest and support for recovery planning. In some cases,



Disaster types supported by LTCR

LESSONS IN COMMUNITY RECOVERY

Six Years of Emergency Support Function #14 Long-Term Community Recovery from 2004 to 2010

As of June 2011

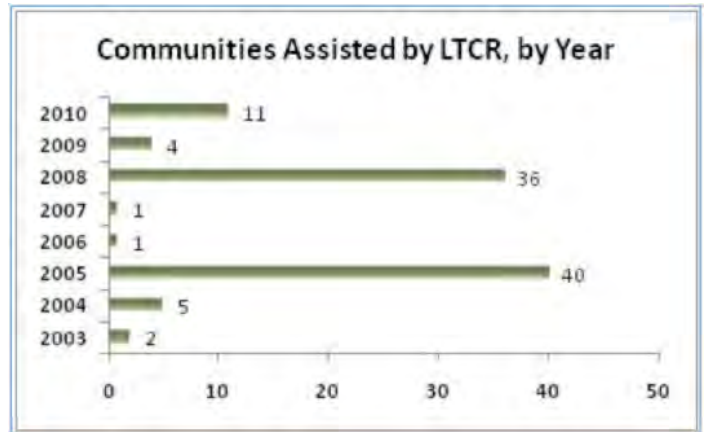
STATE	DR #	# OF COMMUNITIES ASSISTED	DISASTER TYPE	APPROXIMATE TIMEFRAME OF ESF #14 ACTIVITY
Missouri	1463	2	Tornado	June 2003 – August 2003
Illinois	1513	1	Tornado	May 2004 – July 2004
Nebraska	1517	1	Tornado	
Florida (2004)	1539	3	Hurricane	September 2004 – December 2004
Florida (2005)	1551	2	Hurricane	January 2005 – March 2005
Louisiana	1603	27	Hurricane	September 2005-March 2006
Mississippi	1604	11	Hurricane	November 2005-June 2006
Alabama	1605	1	Hurricane	October 2005 – June 2006 – confirm with Paul
Missouri	1631	1	Tornado	May 2006-July 2006
Kansas	1699	1	Tornado	May 2007-August 2007
Tennessee*	1745	1	Tornado	February 2008
Maine	1755	1	Severe storms/Flooding	May 2008 – January 2010
Colorado	1762	1	Tornado	May 2008-June 2008
Iowa	1763	10	Flooding & Tornado	June 2008-May 2009
Indiana	1766	4	Flooding	June 2008-August 2008
Wisconsin	1768	2	Flooding	June 2008-October 2008
Illinois	1771	1	Flooding	June 2008-July 2008
Missouri	1773	3	Flooding	February 2009 – May 2009
Texas	1791	7	Hurricane	September 2008-May 2009
Puerto Rico	1798	2	Flooding	October 2008
New York	1857	2	Severe storms/Flooding	September 2009 – December 2009
Georgia	1858	2	Flooding	October 2009-February 2010
Rhode Island	1894	State-wide**	Flooding	April 2010 - June 2010
Spirit Lake Nation – North Dakota	1907	1	Flooding	July 2010-December 2010
Tennessee	1909	8	Flooding	May 2010- February 2011
Rocky Boys Reservation – Montana	1922	1	Flooding	
Kentucky	1925	1	Flooding	August 2010 – February 2011
Alabama	1971	TBD	Tornados	May 2011 – ongoing as of report
Mississippi	????	1	Tornados	May 2011 – ongoing as of report
Missouri	????	1	Tornados	May 2011 – ongoing as of report

+ Community assessments were conducted at the county or parish level wherever possible, however technical assistance to communities in this chart also includes individual jurisdictions, such as cities or towns receiving assistance.

*Tennessee deployment included the assessment of 1 community. Technical assistance was not needed however ESF #14 worked with the State of Tennessee to organize a meeting of key recovery partners to increase coordination and communication.

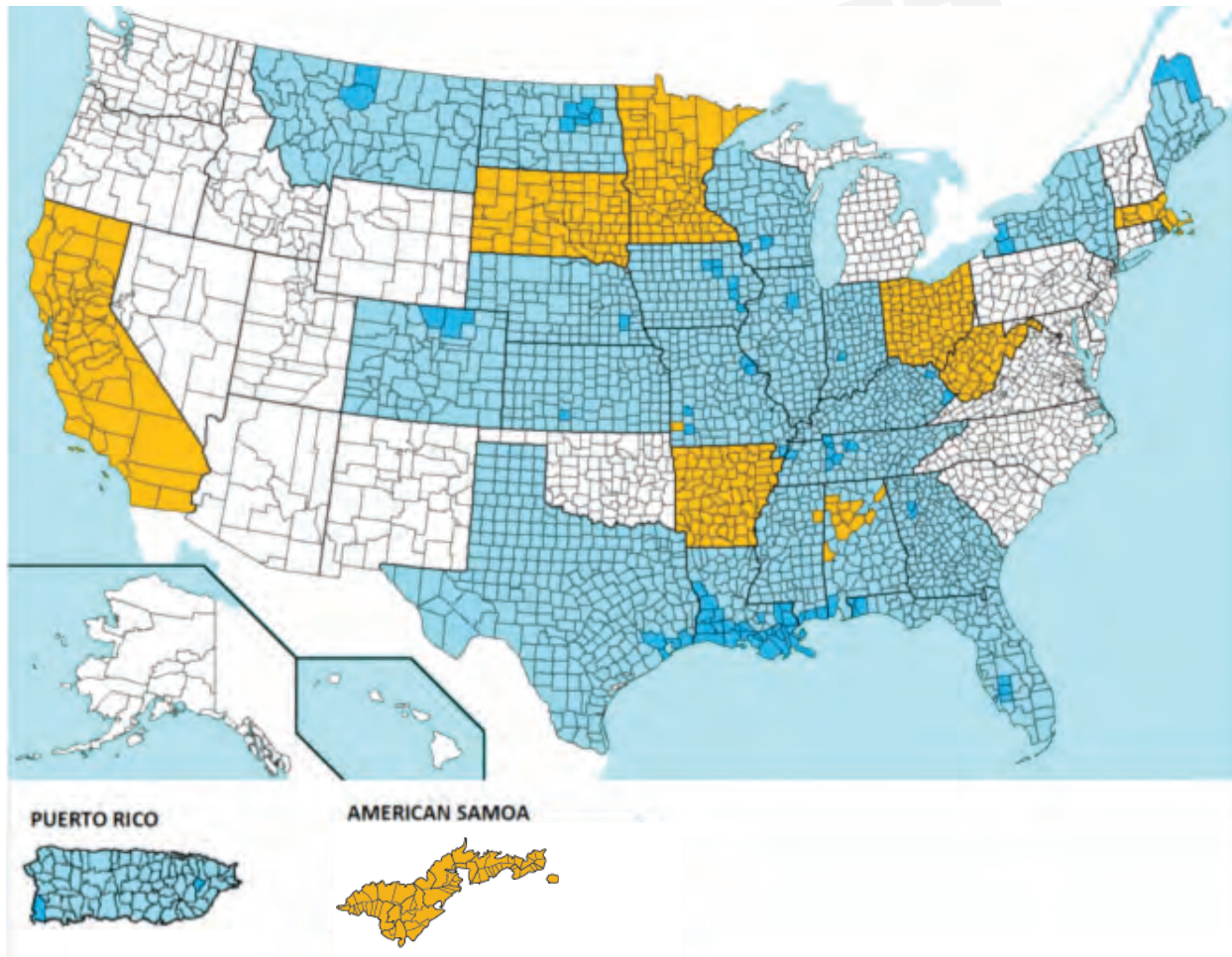
** Rhode Island mission resulted in a technical assistance workshop. All 31 counties received an invitation to attend the recovery planning and mitigation workshop.

The chart to the right shows the number of communities receiving LTRC assistance each year between 2003 and 2010. After the initial period of assistance, in some cases, additional follow-on workshops or coordination meetings took place in subsequent years. In Louisiana following Hurricane Katrina, after the initial large scale deployment, a smaller team of planners remained to assist in implementation strategies for highly impacted parishes. The timeframes do not include separate transitional recovery offices that may provide similar long-term recovery interagency resource coordination and facilitation, but are a separate and distinct function from ESF #14 support.



** Note: LTRC assistance in some communities continued intermittently in subsequent years.

States and Communities Assisted by ESF #14 LTRC



Light Blue = Assessments conducted within the state, community specific and state support provided.
 Dark Blue = Local governments provided LTRC technical assistance.
 Yellow = Assessments conducted within the state, no community specific support provided.

LTCR Support Model

ESF #14 LTCR assistance is crafted to respond to overall disaster impact, as well as conditions of the state and community capacity prior to and following the disaster. Communities benefit from varying levels of assistance based on capacity and impacts. The state may have preferences for how it wishes to identify communities or target technical assistance, or whether to use ESF #14 assistance at all. While there is a focus on tailoring assistance to state and community needs, there remain core processes and models used in the LTCR approach to community support.

There are basic steps taken by most states, regions and communities when starting on the path to recovery. Some of these steps are deliberate, others are automatic. LTCR assists with these steps to provide support in identifying and maximizing as many opportunities as possible and creating partnerships to sustain recovery efforts. LTCR assistance most frequently takes the form of coordination support and technical assistance.

COORDINATION SUPPORT – BUILDING PARTNERSHIPS, STRATEGIC PROBLEM SOLVING, AND IMPROVING RESOURCE ACCESS

A critical step in recovery is to identify all potential partners that will be involved in recovery. This includes local, state, tribal and federal entities as well as non-governmental, private sector organizations, and individual community members and leaders. LTCR facilitates the organization and coordination of many of these recovery partners and stakeholders. It is important to get everyone together, both at the disaster-wide level among federal and state agencies, and at the community level to better understand the landscape of the impacted community, as well as recovery needs and opportunities for collaboration and support. Coordination may occur by community sector as in the case of Texas following Hurricane Ike (2008) or as a larger collective that focuses on specific topics as needed, as in the case of the Iowa Inter-Agency Coordination Team (IACT) following tornadoes and flooding in the spring of 2008.¹⁰

GENERALLY LTCR:

- Assists in the coordination of federal long-term recovery resources;
- Promotes recovery efforts by establishing a recovery coordination and planning structure, for and among federal, tribal, state and local levels;
- Is used when capacity for recovery has been compromised due to the disaster magnitude, complexity;
- Supports states with a process for coordination and planning for recovery; and
- Is tailored to community needs and focuses on providing technical assistance and connecting resources needs.

After state and federal recovery coordination structure is established, determining how best to partner with and support impacted communities begins. There must be a mission or goal to achieve in order to maintain interest and momentum among the recovery partners. Clearly defining the outcome is critical to successfully establish and maintain these partnerships. The state government role in setting these outcomes or objectives is significant. Building these partnerships with all levels of government, as well as with the non-governmental and private sectors, can result in benefits that extend beyond the impacts of the disaster.

When developing a coordination structure and system, LTCR’s first step is to identify the mission, purpose and intended outcome for bringing others together. These focused discussions provide a starting point for identifying stakeholders, key issues, gaps, limitations and needs. Due to the number of stakeholders involved in long-term community recovery, there may be a need for more than a single organization focused on recovery, however, without coordination and collaboration between these groups, opportunity and productivity is lost. It is critical that the state government take an active leadership role in convening a collaborative

coordination effort. LTCR's effort is often targeted toward working with the state to develop a joint coordination structure among state and federal agencies. States that develop a coordination framework to support and manage recovery and actively engage with federal partners enable the state and local governments impacted by disaster to more quickly and systematically leverage state and federal resources. This helps to avoid duplication of efforts.

COORDINATION RESULTS – THE FOLLOWING EXAMPLES ILLUSTRATE THE WAYS COORDINATION AND PARTNERSHIPS SUPPORTED BY LTCR HAVE LED TO NEW AND CREATIVE RECOVERY ACTIVITIES:

- Spirit Lake Nation** – The Spirit Lake Nation (SLN), located in North Dakota, suffers from nearly 17 years of progressive flooding of Devils Lake. After developing a plan for addressing the flood impacts the SLN, with support from LTCR, invited federal and state agencies to participate in a day-long workshop to discuss how they could collaborate on the identified recovery projects. During the workshop the federal partners engaged with tribal working groups and planned for program assistance that included: a Smart Growth Workshop from the U.S. Environmental Protection Agency (EPA), a U.S. Commerce Department's Economic Development Administration (EDA) funded recovery manager position, grant writing/training from the Agency for Native Americans (ANA), and funding for projects in excess of \$9 million.
- Florida** – Following the 2004 Hurricane season, communities heavily impacted by the disasters developed recovery plans to guide their recovery with support from the State and FEMA. After creating these plans, key funding agencies came together to hear descriptions of recovery projects then strategize about how to leverage funding in a series of workshops. Federal and State partners continued to discuss potential application of resources on regularly held conference calls once implementation was underway.
- Greensburg, Kansas** – In May of 2007 an EF-5 tornado, more than mile wide, cut through the central Kansas community of Greensburg, destroying more than 90 percent of the structures and devastating residents. After LTCR efforts to bring federal partners to the table in 2007, the U.S. Department of Energy estimated that it provided technical assistance in renewable energy and energy efficient building design valued at up to \$1.25 million as of 2008. EDA also announced that it has invested \$2.3 million to help rebuild Main Street. The investment is expected to create 30 jobs, generate \$3 million in private investment, and revitalize the downtown area.¹¹ The investments demonstrate the resources available that can be leveraged in a targeted area when working together.
- Georgia** – When flooding impacted Austell (Cobb County) and Powder Springs (Douglas County) in northwest Georgia in 2009, LTCR worked with the community to build partnerships that lead to the creation of the U.S. Army Corps of Engineers Silver Jacket program within the State.¹² This set the stage to provide assistance beyond this disaster and community to benefit the entire state and will now be available to support both post-disaster and in everyday partnership opportunities.

These coordination efforts produced stronger partnerships, creative application of resources, and increased capacity.

TECHNICAL ASSISTANCE SUPPORT – PLANNING FOR RECOVERY

The form of recovery planning technical assistance provided by LTCR is tailored, much like coordination, to the unique conditions and needs of the community and disaster impacts, to launch a recovery process. LTCR may provide support in varying degrees and forms for one or more of the elements in the recovery planning process identified in the figure on the following page.¹³

LTCR PLANNING PROCESS: STEPS ON THE PATH TO RECOVERY

Assess the Need

Determine what the impacts of the disaster were and what the capacity is post-disaster

Identify Leadership

Establish clear leadership or leaders for the process

Secure Support

Build partnerships to enable recovery to be successful

Solicit Input

Engage the community in all activities to ensure participation in the process and recovery

Reach Consensus

Find some common ground to move the process forward; determine the path forward for the process

Identify Issues

What challenges to recovery does the community express? What are the community needs?

Develop Vision and Goals

Where does the community want to be at the end of the recovery process?

Evaluate and Prioritize Actions

Identify actions that create greatest impact on recovery; determine how actions will impact community needs

Document a Plan

Establish a strategy to ensure common action and direction

Identify Project Leaders

Determine who is responsible for next steps and actions to implement

Identify and Seek Funding

Work with partners to move projects from concept to action

Implement Strategy

Carry out identified actions for recovery; manage the overall complex ongoing recovery process

Update Strategy

Revise and modify as new information and opportunities become available

Examples of support include:

- Providing advisors for consultation,
- Facilitating key community leadership meetings,
- Advising on public engagement, and
- Providing full planning teams that have worked on-site within the community to help facilitate all steps in the process.

The level of support is based on the community capacity, state resources, other available resources, and a desire and commitment from the state, tribe, territory and local community to partner in these recovery efforts to launch a recovery process tailored to their needs.

Completing planning process steps on the path to recovery may take considerable time and effort in communities where there are extensive impacts in multiple locations and sectors. LTCR provides assistance to communities to launch the relevant elements of this process. Completing these steps may also take place more quickly where it is easier to quantify the needs and there is a more limited scope. In either case, it is important that LTCR respond to the communities' capacity and aid them in developing a coherent strategy for moving forward, in a timely manner that engages the public, and builds partnerships to create an environment for successful recovery. Taking the time to move through the process allows the community to make the most of the opportunities created by the recovery process.

LTCR is not present for the entire recovery however. ESF #14 provides assistance to launch recovery strategies and then transitions to other state, federal and non-governmental partners so the community continues forward with recovery with support from new partners and an active and engaged community and state government. For this reason, LTCR attempts to transition its support role from the outset to organizations and entities who are partners for the entire recovery process.

TECHNICAL ASSISTANCE RESULTS – THE FOLLOWING EXAMPLES ILLUSTRATE THE WAYS LTCR HAS TAILORED THE TECHNICAL ASSISTANCE APPROACH TO BEST SUPPORT THE COMMUNITY:

- **Montana** – Three LTCR planners worked with Rocky Boys Reservation leadership to help develop an overall long term plan for development and land-use in a new community center area surrounding the new medical center which was destroyed after early summer flooding.
- **Iowa** – Following the 2008 Iowa floods, LTCR partnered with the State’s Rebuild Iowa Office, to provide planning support in 10 communities. Support ranged from a single technical specialist to teams of up to 8 technical specialists and planners that supported the development of recovery plans and strategies.
- **Bolivar Peninsula, Texas** – A small team of six provided support to the Bolivar Blueprint steering committee in developing their organization and creating their “Bolivar Blueprint” for recovery. Two specialists stayed on for 6 months to support the committee in building their ability to manage the recovery process and implement the steps in the Blueprint. This technical assistance met the unique needs and capacity challenges faced on the unincorporated Bolivar Peninsula. The planning process helped leverage and integrate into a larger recovery the largest buyout of flood prone property in Texas history under the Hazard Mitigation Grant Program.
- **Louisiana** – Following Hurricane Katrina LTCR provided technical assistance in partnership with the State of Louisiana. More than 300 technical specialists supported the creation of 20 recovery plans across Louisiana resulting in 19 long-term community recovery workshops, 46 open house events, the Louisiana Speaks nation-wide outreach, and Louisiana Planning Day, offering more than 80 percent of displaced residents the opportunity to inform the planning efforts.¹⁴ This massive effort was done in partnership with both public

and private sectors to make the best use of available resources.

- **Gays Mills, Wisconsin** – In Gays Mills, Wisconsin, a team averaging eight technical specialists and planners worked closely in support of the community by organizing meetings, open houses and individual conversations to support the town in the development of their recovery plan. This high level of engagement and partnership with Gays Mills resulted from their desire to look at all possible community-wide recovery options from mitigation to relocation.



Greensburg, Kansas – FEMA contractor discussing rebuilding plans with planner

ESF #14 PROVIDES A TARGETED ASSISTANCE TEAM TO SUPPORT THE CITY OF CEDAR RAPIDS

Following the 2008 floods in Iowa, a small LTCR team supported the State of Iowa and the City of Cedar Rapids by providing a technical assistance specialist, and back office support, to assist and offer technical advice, unbiased meeting facilitation and coordination support to those working on recovery efforts. This improved the City's access to a wide range of interagency recovery resources and augmented the substantial existing expertise and planning capacity within the community.



Louisiana Planning Day

DRAFT

PART II: RECOVERY IN ACTION

This chapter provides an overview of selected ESF #14 deployments and a snapshot of LTCR operations and activities during those deployments. These examples have been selected for diversity of experiences and as representative of overall ESF #14 work and principles.

The second half of this chapter, *Lessons Learned in Community Recovery*, summarizes what was learned from these community recovery experiences. These are shared to identify ways to more successfully achieve disaster recovery, both for LTCR operations and federal, state, and local partners.

A full listing of ESF #14 deployments is provided in Part I of this report. Operational summaries for deployments are also being prepared separately, and when available they will be posted to FEMA's website at www.fema.gov/rebuild/ltrc.

Long-Term Community Recovery Support Snapshots

To more fully understand the role of LTCR assistance in the recovery process, FEMA conducted case study research on recovery outcomes in a wide variety of communities: rural and urban communities; those affected by floods, tornadoes, fires, and hurricanes; and those that were thriving before the disaster, and



Residents reviewing the Charlotte County LTCR Plan

those that were already struggling. Snapshot case studies include: Florida hurricanes (2004), Mississippi and Louisiana hurricanes (2005), Greensburg tornado (2007), Midwest floods and Hurricane Ike (2008), Georgia floods (2009), and Spirit Lake Nation floods in North Dakota (2010). Files were examined, documents reviewed, and interviews conducted with ESF #14 staff as well as federal, state and local government participants. Common themes were identified in these case studies that provide lessons for long-term recovery. In order to provide the context for the analysis and findings, this section provides a short summary of selected disasters.

2004 FLORIDA HURRICANES

In 2004 tropical storm Bonnie and hurricanes Charley, Frances, Ivan and Jeanne all struck Florida in the six weeks between mid-August and the end of September. The State suffered severe impacts and hurricane fatigue. The number and magnitude of this many disasters in such a short timeframe overwhelmed local jurisdictions. To supplement limited capacity at the state and local level, LTCR provided support to the Florida Department of Community Affairs to assist the most heavily impacted communities in developing plans to launch their recovery. LTCR teams deployed to five counties to assist with recovery and were



Arcadia, Florida LTCR meeting

introduced to local leadership by the State, *helping to establish the credibility of the LTCR process (p.XX)*. The State’s involvement in the LTCR program also aided in the development of the current Post-Disaster Redevelopment Planning initiative in coastal counties.¹⁵

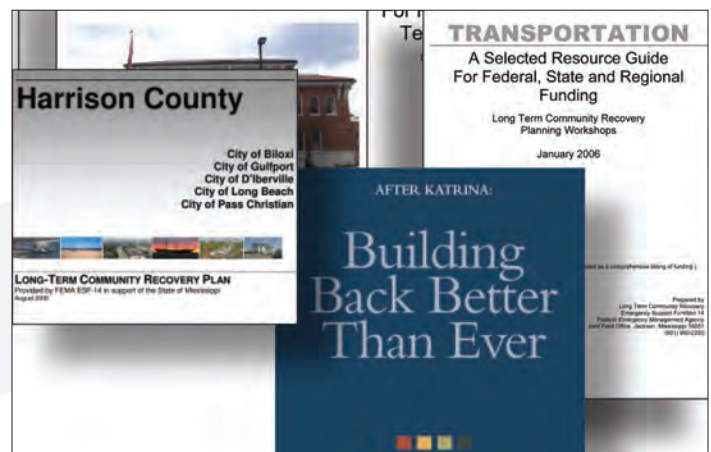
City of Pensacola, Escambia County

Hurricane Ivan made landfall as a Category 3 hurricane in September 2004, 40 miles west of Pensacola. One hundred mile per hour (mph) winds and storm surge of 15 feet caused several deaths, destroyed infrastructure, and leveled dunes along barrier islands, damaging or destroying nearly half the county’s housing stock. Tourism income, the largest significant source of revenue, was reduced to three quarters of its projected level.¹⁶ City of Pensacola residents and county-level leaders in Escambia County began organizing themselves to support rebuilding and recovery, *building momentum and taking ownership of the recovery process before the state or LTCR teams hit the scene (p. XX)*. Once the LTCR team was deployed, they were able to support an existing framework due to the strong leadership and proactiveness of the community.

With LTCR support to facilitate the community involvement process, the City and County established a broad-based community structure to support recovery planning and project implementation, *reinvigorating community involvement and collaboration (p. XX)*. The ESF#14 LTCR team guided the community to develop a vision, goals and projects, helped the community evaluate projects and assisted in development of the final LTCR plan. The County recognized the value of the LTCR process and saw it as an *opportunity both to come up with new ideas and to build upon and update the existing comprehensive plan (p. XX)*.

County officials felt that the LTCR team’s transition out of the community was premature. The transition was a result of the challenges of multiple disasters and limited LTCR team resources to serve all of the communities in need. This experience shows that entities providing technical support should plan

for a gradual and deliberate transition out of the community (p. XX). The Escambia County Long-Term Recovery Plan¹⁷ identified six areas of focus for the County with over 30 recovery projects under those goals. Six years later, most Pensacola officials interviewed felt they were still in the middle of their recovery process: 12 of 37 recovery projects are complete, 13 are on-going, 2 are still planned, and the community continues transition from an industrial economy to a tourism and retirement-based community.



Materials created for Mississippi recovery

2005 HURRICANES KATRINA AND RITA-MISSISSIPPI

Following Hurricanes Katrina and Rita, LTCR teams were deployed to Louisiana, Mississippi, and Alabama. In Mississippi, four LTCR teams, comprised of 68 professionals, arrived in November at the request of Governor Haley Barbour to work in four counties, including Hancock County. *The State built the credibility of the LTCR process by introducing them to local officials (p. XX)*. The teams concluded support under ESF #14 LTCR in March of 2006. A small LTCR implementation support team, a follow-on resource after ESF #14 departure, continued to work with the counties under the auspice of the FEMA Transitional Recovery Offices until March 2010.

Hancock County, Mississippi

In August 2005, Hurricane Katrina ripped across the Mississippi coast, hitting Hancock County with 140 mph winds, a 35-foot storm surge, and wave action that left 56 people dead, buildings and roads destroyed, and 47% of housing uninhabitable. In response to the storm, Governor Haley Barbour established a gubernatorial-level Commission for Recovery and Renewal. This commission launched a series of community planning charettes across the state. These charettes brought people together and catalyzed interest and commitment to plan for the long-term. LTCR then partnered with the State's newly established Governor's Office for Recovery and Renewal to deliver technical assistance. This technical assistance included: helping assess recovery needs, articulating a recovery vision and setting goals in the four heavily impacted coastal counties, identifying, evaluating and prioritizing LTCR issues and projects, developing an LTCR plan¹⁸, and a funding strategy, securing outside support, and identifying local champions for recovery projects.

The emergency support recovery planning phase, supported by ESF #14, concluded in March 2006. The LTCR operation transitioned into a separate subcomponent of the FEMA Transitional Recovery Office and continued to support Hancock County with the implementation phase of the recovery through March 2010, making this the longest LTCR mission thus far. Building **strong local capacity and capability is critical to a successful long-term recovery efforts** (p. XX).

Today, Hancock County believes they are past the mid-point of their recovery. The County completed 2 of its 27 recovery projects identified in the LTCR supported recovery plan, with 20 still ongoing, 1 still planned, and 2 dropped for various reasons. The planned projects have all been funded. Although Hancock County initially experienced a population decline of more than 24 percent¹⁹ in the months following the disaster, 2010 Census data shows an increase in the population by more than 2 percent from 2000 statistics.²⁰ The people, organizations, and agencies of Hancock County continue to push forward with recovery.



LTCR Storefront - Calcasieu Parish, LA

During this time, the Hancock County Chamber of Commerce was pivotal in the recovery process, serving as a hub for non-profits, the private sector and other interested recovery partners. The coordination role of the Chamber of Commerce illustrates **the importance of a recovery structure to create a platform for cooperation amongst recovery partners** (p. XX).

2005 HURRICANES KATRINA AND RITA - LOUISIANA

ESF #14 deployed at the request of the State of Louisiana in September 2005. In October, 300 planners and technical specialists arrived in the State to support more than 25 parishes with launching LTCR processes and plans. The State was key in **establishing the credibility of the LTCR process with local communities** (p. XX). The LTCR worked with the Louisiana Recovery Authority (LRA) to implement the Louisiana Speaks initiative, including a state-wide planning day with nine out-of-state locations for displaced Louisiana residents to participate in the recovery planning for Louisiana communities.²¹ ESF #14 also provided support to the State of Louisiana in the development of the LRA and partnered with the LRA on many innovative recovery support initiatives. This includes the creation of Strategic Recovery Timelines to assist sequencing activities, the Parish Recovery Planning Tool, a web-site that provided web access to all recovery projects, plans, and contact information for public and private partnership opportunities. This continues to operate today at www.louisianaspeaks-parishplans.org. The LTCR

teams concluded their support in March 2006 at the request of disaster leadership after completion of the initial recovery planning process. **Communities only had a few weeks notice of the LTCR team departure; this made it difficult to provide communities with the training and capacity building needed to use the recovery tools and plans developed to guide recovery (p. XX).** The LRA and the Recovery Support Branch of the Transitional Recovery Office provided targeted support to the parishes after the LTCR teams departed.²²

Calcasieu Parish, Louisiana

Hurricane Rita slammed ashore in Calcasieu Parish on September 23, 2005, only weeks after the Gulf Coast suffered the onslaught of Hurricane Katrina. The wind velocity and water incursion damaged or destroyed over 60 percent of homes, caused the extensive loss of agricultural land and trees, and led to prolonged power loss that caused the widespread shutdown of sewer and water service facilities. In November 2005, the LRA, in partnership with the LTCR team, hosted an introductory meeting in Jennings for about 35 local government officials and community leaders to describe the assistance available for long-term recovery and ascertain the status of and capacity for recovery in the parishes. Calcasieu Parish and the City of Lake Charles had existing planning capacity for recovery due to an existing Planning Department and Commission, which allowed it to capitalize on the assistance offered by the LTCR team. The recovery partnership between the LRA, Parish, and LTCR team led to a series of community meetings that provided residents the opportunity to develop a vision and identify community priorities for the recovery process. Public input informed the development of a Parish-wide LTCR plan.²³ The recovery projects fell within seven focus areas, with a total of 38 recovery projects.

Overall, about 55 percent of the 38 recovery projects are either in process or complete, including the **creation of a Comprehensive Plan (p. XX).** The **recovery plan was not officially adopted** by Parish officials however the community has **continued the process of community engagement to develop a vision for the future with its Calcasieu 2030 planning**



Louisiana recovery planning meeting

process (p. XX). Individual projects developed champions that continued to move key projects forward.

Several flood protection and environmental recovery projects tied to state-wide environmental plans are proceeding, but at a pace outside of the Parish’s control. Projects the Parish decided not to pursue are on hold until additional funding is available. Other projects that were a priority but had not yet been implemented were subsequently completed after the 2008 hurricanes. As an example, the Calcasieu Parish Volunteer Center was a recovery project after Hurricane Rita that was not implemented. The Parish used HUD’s Disaster Community Development Block Grant funding received in the wake of Hurricane Ike to turn an existing structure into a volunteer housing center. Municipal, state, and federal funds have all been leveraged for recovery projects in part due to **coordination and partnerships that resulted from early collaborative efforts (p. XX).** The Parish

purchased an eleven-story building to house the Office of Emergency Preparedness, some critical District Attorney legal documents, and a Coast Guard substation. Hurricanes Gustav/Ike recovery dollars were used to retrofit the roof and install impact resistant film on the windows. This project was initially identified during the LTCR project evaluation process following Hurricane Rita.

Washington Parish, Louisiana

Hurricane Katrina spun into Washington Parish with hurricane force winds lasting eight hours with peak gusts of over 127 mph. The abundance of pine trees in Washington Parish had supported the timber and paper mill industry for years, and the Parish suddenly found itself with 60% of its pine forests damaged, and homes, businesses, roads, and communications infrastructure badly damaged. After the LTCR team assessment, a community-based office was established in collaboration with LRA and the community, in the parish seat of Franklinton that became the gathering point for community recovery discussions and resources.

The LTCR team actively assisted the Parish in engaging community members in the long-term recovery planning process, meeting with stakeholders from across the Parish before helping to establish the Washington Parish Task Force, with representatives from all the municipalities, as well as non-profits, faith-based groups, private sector, and law enforcement agencies. From this effort, 14 key recovery projects were identified. Nine of the 14 projects are in progress or completed; with the remaining projects awaiting sources of funding. Most recovery projects were not eligible for the largest source of funding – the Department of Housing and Urban Development’s Community Development Block Grant. Rather, FEMA funds, state appropriations, parish funds, grants and donations have funded many of these recovery projects. And while the Washington Parish Task Force transitioned from an entity that was facilitating the LTCR process to a “helping hands” committee that focused on individual needs, the Parish as a whole increased its focus on land use planning, and strengthened its ties with neighboring parishes through the I-12

Alliance (www.i12alliance.com). The LTCR effort led to the Parish establishing a nine member planning commission to administer a new land use ordinance. This illustrates that *LTCR planning is an important early step* to establish agreement on future planning efforts (p. XX). Today, while not all the projects envisioned after Hurricane Katrina have come to fruition, the Parish infrastructure is largely restored and the partnerships established continue to help the Parish pursue funding and technical assistance to complete important recovery projects.



Greensburg Recovery Planning



LTCR Recovery Workshop in Cedar Rapids, Iowa

2007 GREENSBURG + KIOWA COUNTY, KANSAS, TORNADO

On May 4, 2007, an EF-5 tornado struck the City of Greensburg and Kiowa County, Kansas, resulting in widespread damage and destruction. Ninety-five percent of the city was destroyed with the remaining five percent left severely damaged by winds estimated by the National Weather Service to have reached 205 mph.

In response, FEMA activated ESF #14 LTCR, which worked with the State of Kansas, local, and federal partners to deliver comprehensive recovery technical assistance to Kiowa County.

LTCR provided resource coordination and recovery planning services and partnered with the State of Kansas through Kansas Communities LLC²⁴ Public Square²⁵ process, to communicate and facilitate community involvement in the recovery planning effort. Governor Sebelius also appointed a State Recovery Liaison to organize state cabinet level resources and activities to better deliver integrated State assistance to all impacted communities. The planning process, supported by Kansas Communities LLC and the LTCR team, served two purposes: first, to assist the community in developing a strategy for recovery that would serve as a guide to decisions related to the community vision and goals and second to empower local leaders within

the community to continue collaboration and communication in the recovery and redevelopment of their community. This engagement and ownership extended to all members of the community, from deliberate student participation to seniors. The level of participation indicated the **community trust in the recovery process, an important indicator of ownership and continued momentum of the LTCR process** after recovery support personnel depart (p. XX). Throughout the LTCR process, both **established and new leadership emerged to engage and facilitate the long term recovery process and move recovery forward** (p. XX).

The plan contained more than 40 recovery projects intended to jump-start recovery and bring many of these partners together. Since adopting the plan, fourteen projects are completed and sixteen are in progress. Funding has been requested to establish a Community Housing Development Organization, in order to move forward housing recovery projects. This progress is the result of strong local commitment to recovery and **making strategic use of limited recovery dollars** in projects like the Kiowa County Commons and rebuilding the water tower. In the case of the water tower, deliberate **coordination with and between federal resources made it possible to leverage funding for the greatest impact** (p. XX).



Iowa Community Recovery Planning

LTCR team members continued to work with the community following the completion of the LTCR plan to provide supplemental support while many of the projects were first being undertaken. Greensburg's *leaders continued the momentum and sustained recovery partnerships* after the departure of LTCR, using the Public Square process to hold workshops and implement projects (p.XX). Greensburg and Kiowa County saw a large influx of resources and technical assistance from the private and public sector, nonprofit organizations and individuals in the years following the disaster. These resources helped to **build local capacity and capability which is pivotal to a successful recovery (p.XX)**. The community's embrace of sustainability principles assisted in securing the investment of large corporations such as SunChips²⁶ to help fund a small business incubator.

2008 MIDWEST FLOODS - IOWA

From May to August 2008, flooding and tornadoes ravaged the state, leaving severe damage in their wake. In June 2008 Governor Chet Culver established the Rebuild Iowa Office (RIO) through an Executive Order, as well as the Rebuild Iowa Advisory Commission. Nine State task forces focused on different aspects of recovery and the implementation of a coordination council. The state requested LTCR assistance from the Federal Coordinating Officer for the events before RIO was

established, but once operational, RIO and LTCR staff began jointly assessing the recovery needs on the ground and determined that 10 communities would benefit from LTCR support. The State of Iowa was a strong partner and helped establish the credibility of the LTCR process in disaster affected communities (p.XX). FEMA assisted RIO in establishing an LTCR program and through federal grant funds from the Economic Development Administration (EDA), RIO also deployed liaisons to the regions of the state affected by the disasters. Liaisons to the regions and communities were stationed in the most impacted areas and embedded with the FEMA LTCR team. With support from the LTCR teams, 10 Iowa communities developed recovery strategies and action plans to guide and push forward their recovery (See the RIO website at www.rio.iowa.gov/community_recovery). LTCR teams, in conjunction with RIO, also established an Inter-Agency Coordination Team (IACT) to provide a venue for state, federal, private sector, and non-governmental organizations to share information, coordinate, and problem solve.. The LTCR teams concluded intensive technical assistance in December 2008 and transitioned its support to the state through a series of workshops conducted in February 2009. The workshops included introducing and providing an LTCR Tool Kit that communities could use to continue to develop and implement their recovery strategy. Tools included the Communications Mapping Tool, Decision Making Tool, Project and Program Development Guide and a Resource Guide.

In early 2009, FEMA established an agreement to utilize EPA's Smart Growth expertise to provide targeted technical assistance to six communities that were struggling to determine their "next steps" for significant redevelopment and land use challenges exposed as a result of the disaster and during the LTCR process. The FEMA Regional Office continues to provide technical assistance on an as-needed basis.

City of Palo, Linn County, Iowa

In June 2008, the west branch of the Cedar River and its tributaries flooded the City of Palo, submerging 95% of the community. All Palo residents evacuated, the sewage system failed, and 424 structures

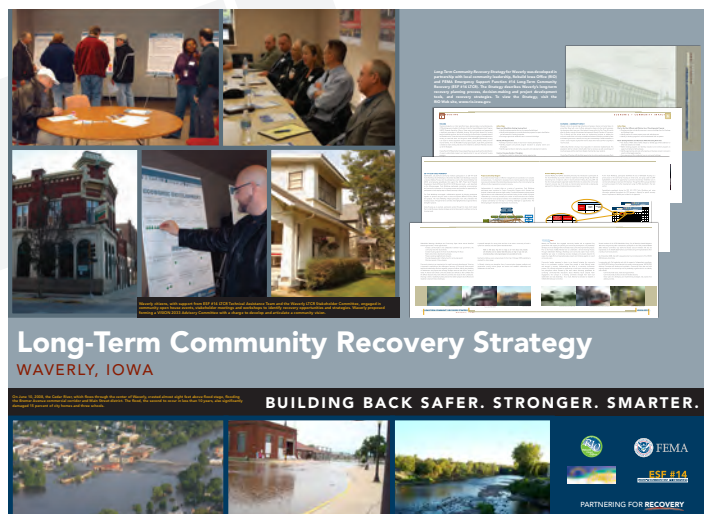
sustained moderate to significant damage, including all businesses and municipal infrastructure. Only 10 homes were spared damage. In late August, an LTCR team of five professionals with backgrounds in architecture, planning, housing, and historic preservation deployed to Palo to provide on-site community recovery guidance for 12 weeks to help in launching an LTCR process. The LTCR team provided coordination, planning and facilitation support to the City, as well as RIO staff and the Council of Government that was aiding Palo in its recovery.

The LTCR team worked with existing *recovery structures to create a platform for cooperation (p.XX)*. This process served as an *opportunity to reinvigorate community collaboration (p.28)* and provided an opportunity for *new and varied leadership to emerge and lead the recovery (p.XX)*. This partnership helped a **broad cross-section of community members in Palo develop a vision for the City**, as well as the objectives and LTCR strategies necessary to achieve the type of recovery the community desired (p.XX). The rebuilding is taking place with an eye towards improving drainage, reducing future flood impacts through the elevation of critical facilities, and acting on the Recovery Strategies developed with support from the LTCR team.²⁷

Buy-in from government leadership *solidified ownership and commitment to recovery project implementation (p.XX)*. Projects move ahead thanks to the *dedication of community leadership and the public in an effort to accelerate the timeframe of recovery (p.XX)*. Palo is moving forward on several high impact projects including rebuilding the City Hall in an area outside the floodplain, transitioning to a public water system instead of using wells which will enable Palo to attract new business, and storm water management projects to reduce the impacts of future flood events. Since developing their strategy document, the city is making progress on over 70% of their objectives in the economic and business and infrastructure sectors. ... The City has continued to work on comprehensive planning and have acknowledged the *value of the LTCR process in contributing to future planning efforts (p.XX)*.



Palo City Hall/Community Center under construction



Long-Term Community Recovery Strategy – Waverly, Iowa

Palo provides an example where the LTCR team **transition was seen as timely and appropriate (p.XX)**. LTCR team members were able to provide follow-up assistance to local leadership through a series of workshops. Palo continues to make headway on its recovery, serving as an example of a small town able to maximize opportunities for state and federal assistance while maintaining ownership of the recovery process.

City of Waverly, Bremer County

The Cedar River flows through the main commercial and residential district of the City of Waverly, so when the river reached 19.3 feet – eight feet above flood stage – the city's core felt the impact. An estimated 700 homes, approximately 15 percent of the housing stock, 100 businesses, and 3 of the 8 schools in the Waverly-Shell Rock school system, were damaged in the June 2008 flooding. In August, the LTCR team was introduced to City staff by RIO and the Iowa Northland Regional Council of Governments. An LTCR team of four professionals, based out of the Cedar Falls office, began working with Waverly and its recovery partners to bridge the priorities of community members affected by the flooding, and those spared, by helping the community leadership articulate a recovery strategy and seek community input to evaluate and confirm recovery options. The LTCR team facilitated the development of a **coordination structure to encourage a platform for the recovery effort (p.XX)**. Community outreach ensured that **all community members had the opportunity to engage in the visioning process (p.XX)**.

The LTCR team concluded its field support in December 2008, with the publication of the Waverly Long-Term Community Recovery Strategy.²⁸ In February 2009, the LTCR team conducted a workshop to provide tools for implementing the LTCR Strategy. The Waverly Long Term Community Recovery Strategy outlined action steps to be taken in three areas of focus: Housing, Economic/Community Impact, and Infrastructure/Flood Control. These action steps require funding and coordination amongst multiple entities. The community is moving forward on over 90% of the action steps outlined in

the *Strategy*. Residents continue to work together to focus on reducing future flood impacts, rebuild with Smart Growth principles, apply for and use federal funds to relocate families out of the floodway, plan for a city with open space and implement land use practices that allow it to co-exist with the Cedar River.

2008 MIDWEST FLOODS - WISCONSIN

In June 2008, as a result of severe rains, much of southern Wisconsin experienced flooding. To assist with recovery, the State created the Wisconsin Recovery Task Force (WRTF) to focus on securing funding and resources needed for the recovery. The Task Force was responsible for establishing principles and policies for redevelopment, leading long-term community and regional planning efforts, ensuring transparency and accountability in the investment of recovery funds, and communicating progress. In June 2008, the Federal Coordinating Officer activated ESF #14 LTCR. The LTCR team met with the state, as well as local officials from the villages of Gays Mills and Rock Springs, to offer technical assistance with the recovery. The state utilized FEMA support to develop and implement the work of the WRTF and the communities accepted the offer of LTCR technical assistance from community-based planning teams. With LTCR support, the state built the WRTF and created a framework for the agencies to work together and published a *Wisconsin Recovery Task Force Report* to the Governor summarizing the challenges and opportunities ahead. The community of Gays Mills launched a recovery planning effort to guide redevelopment and officials hired a recovery manager to advance critical projects.

Village of Gays Mills, Crawford County

The Kickapoo River rose 20 feet in June 2008, exceeding the 500-year flood level for the second time in less than one year. In the Village of Gays Mills, 50 percent of homes were inundated with three to six feet of water. The infrastructure of downtown and the adjacent areas received significant damage. Just one year prior a very similar flood damaged the town. After this second flood, the community began to earnestly explore relocating the town out of the floodplain to prevent

future flooding damage; however there was confusion and dissension over a course of action. At a town meeting, the village members voted to ask if FEMA or the State could help the town relocate out of the floodplain.²⁹ In response to this request, the six person LTRC team deployed to Gays Mills to provide comprehensive community recovery planning assistance. In August of 2008, the LTRC team began 90 days of intensely working with the community to develop its Recovery Plan. Gays Mills' recovery goal was clear: To be a safe and affordable place where families can raise their children and businesses can serve the community without threat of devastating losses from future floods. The activities of the LTRC planning process helped the community determine how to achieve this goal.

relocation, which then became the basis for the LTRC Plan. Gays Mills felt it lacked the technical expertise and staff to implement the vision and projects outlined in their recovery plan. With assistance from the LTRC team, Gays Mills secured funding from the Department of Health and Human Services (HHS) Social Service Block Grants and EDA grants to fund a Recovery Manager. Community-based organizations stepped up to assist, finding grant funds, providing housing, and off-setting the relocation cost until the funding could be secured.

The momentum towards successful recovery was continued by the community and assisted by the hiring of a Recovery Manager. This ongoing *dedicated leadership helped to facilitate recovery*



Galveston, TX LTRC Open House



Bolivar Blueprint Steering Committee

This community is an example of using existing and trusted community entities to lead recovery. In Gays Mills, the long range planning committee, while limited in resources, was *trusted by the community and took a leadership role in long-term recovery planning (p.XX)*. Facilitated workshops and planning charettes were held to obtain community input on the range of alternatives for relocating parts of the village. Using land suitability tools, the LTRC team identified sites for relocation that were within or adjacent to Gays Mills, and prepared four conceptual plans that included costs for acquisition, engineering, environmental, and construction of roads and utilities. Residents deliberated and chose a site for

project implementation (p.XX). When the Recovery Manager was hired, the community was already moving forward and ready to assist and support. Today, the community has moved forward with 12 of 17 projects identified in the LTRC plan, and has continued to rely on its recovery partnerships, and experience with community planning, to support sustainable development.

2008 HURRICANE IKE IN TEXAS

In September 2008, Hurricane Ike slammed into the Texas Gulf Coast as a Category 2 hurricane with sustained winds of 100 mph, and an estimated storm

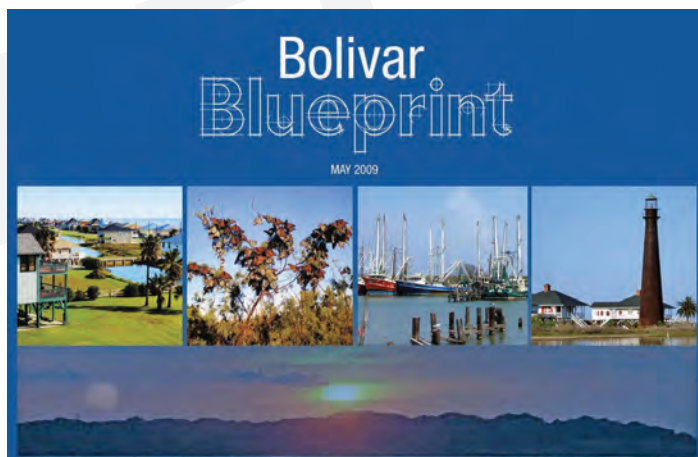
surge of 17 feet. Many of the impacted communities were still recovering from Hurricane Rita. The state of Texas established a high-level Governor’s Commission to review policy issues emerging from Hurricanes Ike and Dolly. However, a tactical-level recovery organization was not formed. Consequently, the LTCR teams worked directly with state agencies, county judges, Councils of Government, and local officials to engage in recovery planning support in five communities and counties.

The LTCR teams concluded their intensive planning support in April 2009, however the need for continued targeted support to certain areas remained. Consequently, FEMA provided targeted technical assistance to Chambers County

that came through the bay damaged 75 percent of the city’s structures. In early October, the LTCR team met with local officials, the City Manager and Planning Department to discuss the city’s approach to long-term recovery and assistance that ESF #14 could provide. These conversations prompted the Mayor and City Council to establish a recovery committee. In November 2008, the City Council began appointing residents to the Galveston Long-Term Community Recovery Committee (GRC); a process that took six weeks and resulted in a 330 person committee comprised of citizens and business leaders from the community at large. Galveston’s approach illustrates one way a community *can take responsibility for their recovery process (p.XX)*. Local leadership recognized the value of the LTCR process



Chambers County LTCR meeting



Bolivar Blueprint

and Bolivar Peninsula to help sustain and advance recovery efforts through additional planning efforts and implementation coordination. Today, the communities have established recovery organizations to manage redevelopment, hired grant writers, and are actively pursuing resources.

City of Galveston, Galveston County

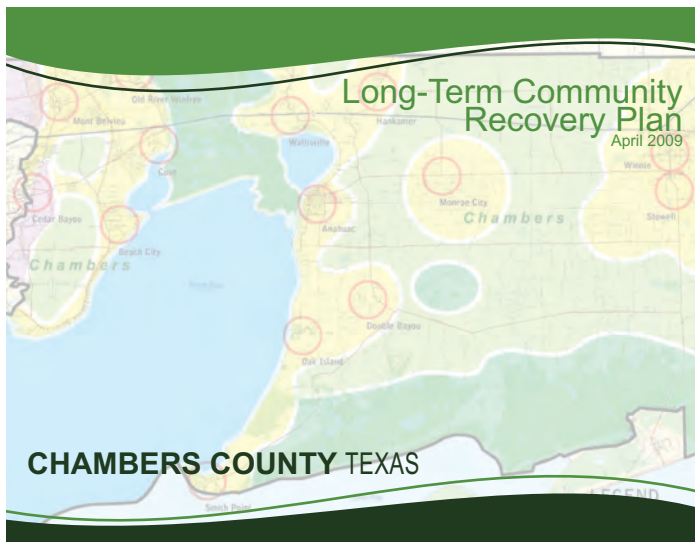
Hurricane Ike came ashore on Galveston Island with sustained winds of 110 mph, gusts of 125 mph, a significant storm surge and an eye that was 46 miles wide. While the Galveston Seawall protected the city from direct storm wave attack, the storm surge

and worked to implement the process. It is ideal to *work within existing systems to facilitate the LTCR process (p.XX)*, but in the case of Galveston, it was determined that development of a dedicated recovery committee was necessary.

GRC was charged with developing a vision, goals, and projects to help Galveston along the road to full recovery. The city’s planning staff, consumed with the obligations of short-term recovery activities, could not dedicate their full attention to the planning effort. Consequently, the city requested support from the LTCR team to assist the committee

by coordinating public outreach, facilitating public input meetings both on and off the island, and providing technical assistance developing Galveston’s Long-Term Community Recovery Plan.

Recovery projects and strategies were integrated into existing city plans and policies, including the new Comprehensive Plan, which was encouraged by the LTCR process. The LTCR planning *process aided in uniting community efforts to focus on future planning (p.XX)*.



Long-Term Community Recovery Plan – Chambers County, TX

Bolivar Peninsula, Galveston County

Hurricane Ike leveled most of the structures on Bolivar Peninsula, leaving more than 60% of homes substantially damaged or destroyed, most of the peninsula’s residents displaced, and dramatically changing the lives of its people forever. County officials and peninsula residents struggled through the loss of life, homes, and mountains of debris that had to be removed while discussions of rebuilding began. In February the LTCR Team made an offer of support that was accepted by county officials. In March the team began working with Bolivar residents to establish the Bolivar Blueprint steering committee. A larger committee was assembled from citizens and stakeholder groups to represent business, public, and private interests from the five unincorporated communities on the Peninsula. The committee worked through a recovery planning process to identify a vision, goals and options for key recovery alternatives. This process led to the Bolivar Blueprint,³⁰ a document that outlined the various rebuilding options available to Bolivar.

The City ensured that the recovery committee was citizen-led and this created a sense of *trust in the recovery process (p.XX)*. This provided an *opportunity for all community members to engage in the visioning, goal and project development process (p.20)*. The high level of participation signified that the community believed in the LTCR process and gave the community *ownership over the recovery (p.XX)*.

The LTCR planning team demobilized in May 2009, leaving the further development and implementation of the Blueprint in the hands of a county-funded Recovery Manager. In early 2010 as a result of an additional request, *targeted support for implementation was offered to the Steering Committee as a means to reinvigorate and refocus efforts while building local capacity to sustain these efforts (p.XX)*. A two-person team worked with the Galveston County Emergency Management Coordinator and the Recovery Manager to help establish the non-profit Peninsula Development Coalition (PenDeCo) as a primary local implementation arm for high priority projects. The second phase of the Blueprint defined 28 recovery projects and defined action steps required to implement projects.

As a result of this effort, 42 recovery projects were developed in the focus areas of: environment, housing and the character of the community; health and education; and transportation and infrastructure. The Galveston City Council adopted the Long-Term Community Recovery Plan in April 2009, providing *official recognition to the LTCR plan (p.23)*. Today, new civic leaders that arose from the GCRC recovery continue to actively push forward the City’s recovery. Of the 42 projects in the LTCR Plan, 30 are at various stages of implementation.

The Galveston County Commissioners Court received and filed the Bolivar Blueprint on February 24, 2010. According to the Emergency Management Coordinator, "this action has enabled the Bolivar Blueprint to become the basis of discussion and primary document for moving projects forward through the Commissioners Court and is recognized and authorized by the Court in this manner." New partners were established to help the community with seven high priority projects. These partnerships include the Houston-Galveston Area Council to support the regional Sustainable Communities program (under the HUD, USDOT, and USEPA funded program) and the University of Houston Hurricane Business Recovery Center for assistance with business projects. FEMA Hazard Mitigation Grant Program funds are being used by the County to buyout approximately 650 properties, for which PenDeCo developed a plan to manage open space for the benefit of the larger community. The PenDeCo board continues to meet weekly to guide the implementation of the Peninsula's recovery plan.

Chambers County

Storm surge and winds generated by Hurricane Ike pushed into Chambers County from Galveston, East, and Trinity bays causing severe flooding and wind damage to coastal communities and creating tremendous amounts of debris clogging coast wetlands, waterways and lands. Saltwater contaminated wells and septic systems up to 10 miles inland, and caused substantial damage to the county's agricultural lands and natural areas. A rural county, Chambers did not have the staff or resident expertise to confront the recovery challenges at hand. When the LTCR team offered technical assistance, the County Judge and Mayor of Anahuac readily accepted and became *actively involved in leading, managing and taking responsibility for the recovery process (p.XX)*. The team helped the county establish the Chambers Recovery Team (ChaRT) to serve as the steering committee for recovery. After the LTCR team demobilized in May 2009, ChaRT lost momentum. FEMA conducted a follow-up evaluation which prompted LTCR to *strategically re-engage to energize the organization (p.XX)*. County officials saw this follow-up support as a significant catalyst to getting the recovery back on track.

In 2010, Chambers hired a grant writer to help implement its recovery plan and is enforcing elevation and building code compliance for the rebuilding underway. ChaRT filed for and received 501(c)(3) tax exempt status and has restructured the board to represent a geographic cross section of the county and to represent business, environment and resident interests. ChaRT's focus is now on accessing local and state funding so that they can complete projects and build a track record. This will then help them with pursuing non-profit resources and pursuing grants from various foundations. ChaRT has established a priority recovery project to promote economic development through tourism and has a contract with Chambers County to develop a nature tourism plan. On November 9, 2010, Chambers



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County appropriated \$25,000 to ChaRT to "assist the organization with enhancing the county's ability to attract visitors to stay in Chambers County³¹". ChaRT is planning an annual meeting that will be open to the public. The focus of the meeting will be to present the recovery projects from the LTCR plan to the community, showing the status of the projects and progress on recovery, and to gain public input.

2009 GEORGIA FLOODS

In late September 2009, severe storms and flooding moved through the state of Georgia. The localized impacts of the rainfall in several areas were severe and reported by the National Weather Service to be

a 10,000 year event. At the request of the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO), Long-Term Community Recovery (LTCR) assistance was requested on October 8, 2009. An assessment showed that the majority of damage occurred in the housing sector in several communities, although businesses were impacted as well.

The Georgia Emergency Management Agency (GEMA) established 12 interagency recovery work groups to address short and long-term flood recovery. LTCR provided coordination support to the State's 12 Recovery Work Groups and targeted technical assistance to the communities of Austell, Powder Springs, and Lithia Springs. Powder Springs city staff only required limited consultation and technical assistance be provided by LTCR given their challenges and capacity. Recommendations were provided to the city staff to help them organize their recovery efforts. In the City of Austell, a Long Term Community Recovery Specialist with city management experience was deployed to assist the Mayor and city leadership in establishing recovery priorities and organizing for their long term recovery effort. This technical specialist helped the City resolve pressing recovery issues caused by the flood.

Technical assistance and coordination included facilitation of city and partner meetings and technical expertise in work group activities. LTCR partnered with HUD to assist the Cobb County Emergency Management Agency to host a Mortgage Summit. The Summit brought together Federal and State agencies, as well as nonprofit organizations, to present homeowners with alternative solutions to abandonment given the dual challenges of flood damage and high foreclosure rates in the area. Agencies participating in the Summit included HUD, US Small Business Administration (SBA), US Internal Revenue Service (IRS), Federal Depository Insurance Corporation (FDIC), Atlanta Federal Reserve Bank, Georgia Department of Community Affairs, and GEMA. This is one example of how **coordinated federal assistance can achieve the greatest impact** for communities during recovery (p.XX). LTCR provided technical assistance to the Austell city staff to work with FEMA and the State Hazard Mitigation Offices to develop an acquisition plan for

destroyed homes eligible for acquisition. The LTCR specialist also recommended the City undertake the development of a recovery strategy to identify next steps and to address the need for a more holistic recovery.

2010 Spirit Lake Nation, North Dakota

Devils Lake, also known as Spirit Lake, a closed basin lake, has risen approximately 29 feet in the last 17 years. Rising water levels have expanded the lake from 45,000 acres to 146,000 acres and inundated more than 30,000 acres of the Spirit Lake Tribal Nation (SLN). Those flooded out of their homes have moved into relatives' homes, causing overcrowding. Mold caused by the damp environment and ground water have made standing water in homes a cause of illness. The lake's encroachment on agricultural lands and enterprises has negatively impacted economic development and employment rates in the area. On May 3, 2010, Administrator Fugate participated in the Devils Lake, "Flood Summit" where he stressed the importance of focusing on Long-Term Community Recovery issues and indicated that ESF #14 support might be appropriate. The Spirit Lake Tribal Council requested ESF #14 support.

From July through December 2010, the Spirit Lake Nation and LTCR team facilitated a community-wide recovery planning process that resulted in the Spirit Lake Nation Recovery Plan. Tribal working groups focused on issues such as health, social services, economic development, infrastructure, housing, and natural and cultural resources. Through a series of community meetings, tribal members were asked to vote and provide input on recovery priorities. In December, the tribe hosted a Recovery Conference, where 150 people from various federal and state agencies, and non-profits, convened to help Spirit Lake identify programs that might aid implementation of the SLN Recovery Plan. The progress and partnerships made highlighted the requirement for **the community and potential funders' to work together to catalyze recovery project implementation (p.XX)**. Through these efforts, the Tribal Council is exploring the establishment of a Tribal Planning Policy Institute so that other tribes can benefit from the SLN recovery

experience; it has been proposed that the recovery manager be at the core of this endeavor. EPA will be providing Smart Growth Assistance to ensure a comprehensive long term view is brought to the ongoing recovery planning efforts. DOE is supporting the tribe's efforts to establish a large wind farm. EDA plans to fund a Recovery Manager position to help make sure that the recovery continues on a forward path. *Recovery leadership now strives to sustain interagency coordination* to continue to build on these efforts and support (p.XX).

LESSONS LEARNED IN COMMUNITY RECOVERY

The LTCR experiences of ESF #14 provide a wealth of examples illustrating successes and challenges while applying the principles of community recovery. This section shares the lessons derived from this experience and identifies ways to more successfully achieve disaster recovery. The lessons fall along eight major themes. The themes are:

1. Local Ownership and Direction
2. A Common Vision for Recovery
3. Plan for Recovery;
4. The Timeline for Recovery is Long
5. Partnerships and Organizing
6. Leadership and Consistency
7. Role of the State Government
8. Federal Operations and Support

Throughout this section ESF #14 LTCR principles are identified and explained, where relevant to the example. The principles summarize the approach and philosophy of ESF #14 LTCR in supporting community recovery. They were developed and refined by ESF #14 LTCR while working with

communities and have evolved and adapted to better support recovery. The six principles which guide the ESF #14 LTCR approach are based on the idea that all engagements are:

- Community Driven
- Build Local Capacity
- Project Oriented
- Promote Mitigation
- Build Partnership and Coordination
- Engage the community

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LESSON 1: LOCAL OWNERSHIP AND DIRECTION

The recovery process is most productive and successful when it is locally driven, from planning to implementation, and the entire community is vested in the process from the outset. Undertaken in this way, recovery planning technical assistance provided by outsiders does not supplant the local capacity and builds trust among the partners in recovery.

THE LOCAL COMMUNITY MUST LEAD AND TAKE RESPONSIBILITY FOR PLANS AND DECISIONS MADE DURING THE RECOVERY PROCESS – GALVESTON, TX AND CHAMBERS COUNTY, TX

The dedication and commitment of local leaders and residents is the cornerstone to successful recovery. Technical experts can provide support, advice and guidance. However, for a community to truly manage their recovery, local residents and leaders



**Make Your Voice Heard
Chambers County Community Meetings**

Smith Point
Date: Saturday, Jan. 31, 2009
Time: 2:00 - 6:00 p.m.
Place: Smith Point Community Center
Plummer Camp Road

Mont Belvieu
Date: Tuesday, Feb. 3, 2009
Time: 4:00 - 8:00 p.m.
Place: Professional Develop. Center
Barbers Hill Kindergarten Campus
9600 Eagle Drive

Anahuac
Date: Wednesday, Feb. 4, 2009
Time: 4:00 - 8:00 p.m.
Place: Whites Park Community Center
225 Whites Memorial Drive

Oak Island
Date: Friday, Feb. 6, 2009
Time: 4:00 - 8:00 p.m.
Place: Oak Island Baptist Church
707 W. Bayshore Road

Winnie
Date: Saturday, Feb. 7, 2009
Time: 2:00 - 6:00 p.m.
Place: St. Louis Catholic Church Gym
315 W. Buccaneer Road

Your input is valuable to planning our community's recovery from Hurricane Ike. Come early or come late, but please make your voice heard at any one of the Open House meetings. Your participation should take less than one hour of your time.
Your voice is important.



Bring your *Ideas*.
Bring your *Dreams*.
Bring your *Neighbors*.
Plan for the future of *OUR* community together.

Think Big. Think Long Term.

Sponsored by Chambers County Long-Term Recovery Steering Committee and FEMA.

Chambers County community meeting flyer

ESF #14 PRINCIPLE #1

Community Driven – The community is made up of a diverse group of individuals and organizations that together form the whole, and must be vested in the outcomes of the recovery for it to be a success. Public participation in the recovery process will ensure broad support and collaboration and make use of local knowledge and resources. Only the local community knows what is in their best interest, and therefore LTRC aids local government in engaging all elements of their community in planning for recovery. LTRC also seeks to focus coordination and partnerships efforts among federal and state agencies on the specific challenges, needs and issues.

must be the primary players in all aspects of the process, from guiding resources, to engaging the community at large. Following hurricanes Ike and Gustav, ESF#14 LTRC provided support to Galveston, Texas and encouraged the Mayor, City Manager and city staff to establish a recovery committee to involve a cross section of the community to build leadership confidence in directions for recovery and community support. This suggestion resulted in the City of Galveston looking to the community to guide their recovery planning process. The City leadership supported the creation and implementation of a formal City-appointed 330 person recovery committee. The recovery committee, led by a recognized non-governmental community leader, worked to develop the recovery plan with ESF#14 LTRC support. The LTRC team aided the Committee

Experience over the last 6 years indicates that ESF #14 LTRC and other supporting entities must aid a community to develop capacity to lead, manage and implement their own recovery. Planning for and managing recovery is a process the community leads and takes part in, not something that is done to, or forced upon a community.



Chambers County LTCR steering committee



Greensburg Recovery Meeting

and City in conducting evaluations of the projects for their value in stimulating long term recovery. Included in the final LTCR plan document were projects that interested community members and organizations could immediately begin to seeking funding for and implement. Two years later, 30 of the 42 original projects were in some stage of implementation. Those providing recovery planning assistance to help communities evaluate, value or prioritize projects must ensure the assistance is not perceived or implemented in such a way that diminishes full community ownership.

In Chambers County, Texas, following Hurricane Ike, ESF #14 LTCR also offered support to assist with organizing and planning for recovery. The initial meetings with County leadership were met with some hesitation as to the utility of this unfamiliar planning and coordination undertaking. FEMA facilitated peer-to-peer conversations with communities in other states that had experiences with LTCR. Despite some initial reservations, the County and municipality leadership, with support from LTCR, established a structure for working together and representing the community as a whole. The community was able to lead and take responsibility for their recovery through participation in the Chambers Recovery Team (ChaRT), which served as the steering committee for the recovery planning process. ChaRT formed seven sub-committees to help plan their recovery process:

ESF #14 PRINCIPLE #2

Build Local Capacity – LTCR seeks to build local capacity and capability to manage recovery. Support is intended to meet immediate needs to organize and launch recovery planning, but also is intended to build future capacity at the state and local level that will serve long term and for the next disaster.

Infrastructure, Agriculture, Economic & Industry, Education, Trinity Bay Restoration, Healthcare & Emergency Services and Community Development. Two rounds of public involvement meetings and three planning workshops were conducted to inform, educate and engage the public in identifying recovery issues and projects. The Mayor of the City of Anahuac served as the Chair of ChaRT and wrote regular progress updates in the “Mayors Corner” of the local paper and website. From this recovery organizational structure and community engagement process, a Chamber’s County Long Term Recovery Plan was developed. After a LTCR follow-up visit, ChaRT was encouraged to hire a Recovery Manager to keep the recovery plan on track. Follow up support after LTCR team demobilization also helped to ensure the County refocused on implementation and management of this process. This part time Recovery Manager was hired and is still helping to keep the Chamber’s County long term recovery moving forward.

PARTNERING FOR RECOVERY



FEMA

ESF #14

LONG-TERM COMMUNITY RECOVERY

Banner showing partnership of State of Iowa and ESF #14



Greensburg Business incubator

STRONG LOCAL CAPACITY AND CAPABILITY ARE REQUIRED FOR RECOVERY TO SUCCEED – GREENSBURG, KS, STATE OF MISSISSIPPI, AND HANCOCK COUNTY, MS

Local communities must possess or build the capacity to own, direct and manage the recovery process to be successful. This can be particularly challenging for a community that has not had to deal with these types of complex issues, must work collaboratively to achieve so much in such a short period of time, or that has just lost a significant portion of its tax base. Recovery planning assistance is most successful when supporting leaders and officials to develop a

process, local capacity and implementation resources that empowers them to carry out strategies based on community input.

The State of Kansas and ESF #14 LTRC provided support to the community of Greensburg that allowed them to organize and plan for recovery in a systematic way. Residents turned out in large numbers to participate in the 12 week LTRC planning process to envision their future. Using the Public Square process supported by the State, residents organized along the lines of Government, Education, Business, Health and Community Services, Housing and Green Initiatives. The intent of this planning and public involvement process was to build local leadership confidence and capacity as well as foster connections to continue strong commitment. Once the plan was developed, Action Teams were formed to start developing specific implementation strategies in the plan. The initial capacity of the community may have been limited or compromised, but the high level of commitment by the state and other outside resources, and persistence in providing support, helped rebuild and strengthen this community's leadership capacity. Today, many of the projects and strategies identified by the community have been acted on, including developing a Sustainable Master Plan, building a new City Hall, Arts Center and a business incubator.



Materials created for Rebuild Iowa Day

transitioned to a small Recovery Support Office based out of FEMA's Transitional Recovery Office. The team of recovery professionals continued to help counties implement the projects in Mississippi county recovery plans through March of 2010, four and half years after Hurricane Katrina made landfall. When the office closed, the Hancock County Board of Supervisors and other local officials sent letters requesting the extension of LTRC support stating that they relied on the federal recovery staff to help complete their work with identifying funding sources, conducting analysis, developing and evaluating regional policies and strategies, coordinating with the FEMA Transitional Recovery Office, as well as state, federal, and local counterparts. A federal effort staying longer in a community to support the implementation phase of the recovery may in some cases displace what should be the primary solution to capacity challenges, which is development of state and local capacity. As the LTRC support in Mississippi demonstrates, the challenge of addressing capacity gaps only gets postponed, not ameliorated.

COMMUNITIES NEED AN ORGANIZED WAY TO ACCESS AND UTILIZE SUPPORT RESOURCES TO BUILD CAPACITY – REBUILD IOWA OFFICE

Agencies and organizations providing recovery planning assistance should aim not only to directly provide support, but also help communities utilize the multitude of capacity building resources available throughout the nation and better link with their state government. Those providing recovery planning assistance should serve as an avenue to resources the community may not otherwise access. In the past, LTRC has worked with the EDA to provide funding for Recovery Managers, identified ways for HUD CDBG funding to provide capacity and additional planning support, engaged the US Department of Agriculture -Rural Development to provide leadership seminars, funded Environmental Protection Agency (EPA) smart growth workshops and plans, worked with the University of Iowa and engaged other partners to provide assistance to communities. To solidify this type of additional technical assistance, FEMA has been working to



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Federal, state and other outside recovery staff or support intend to be helpful, however, the line between creating dependency and empowering communities to surmount the challenges inherent in redevelopment can be problematic for long term capacity. In Mississippi, the ESF #14 LTRC team

develop additional guidance to facilitate more coordination and leveraging of federal program resources and technical expertise. This approach will be a key element of the Community Planning and Capacity Building Recovery Support Function (RSF) under the new National Disaster Recovery Framework (NDRF).

However, while federal resources are important, the state must be engaged as one of the closest and most direct levels of support and capacity building that the community can access. LTCR partnered with the Rebuild Iowa Office to support them in working directly with their communities on recovery plans. After LTCR transitioned out of the state, RIO was in place to provide a continued and sustained level of support that would not have been possible otherwise. RIO created an organizational element called the Community and Regional Recovery Planning team that provided ongoing support and liaison to impacted communities. Utilizing these resources to build capacity is an important way to leverage resources and to help build more sustainable communities. Few states have such an organized process for directly increasing the variety of recovery capacities needed by communities. Even Iowa, which was successful with RIO, created the organization in the aftermath of the disaster.

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LESSON 2: CREATE A COMMON VISION FOR RECOVERY

After a disaster, a community must figure out where it wants to go and how to address the often greatly changed circumstances, which requires developing goals and a vision for the future. An inclusive visioning process that partners with local organizations or committees is crucial in order for community members, as well as established and emerging leaders to take ownership of the resulting recovery vision. LTCR has learned, through working directly with the resources present in communities after a disaster, that existing community organizations provide a foundation and starting point for organizing and visioning recovery. Existing community organizations also can help build trust and participation in the process. LTCR has also found that adapting the methods through which support is provided to communities ensures the unique characteristics of the community are addressed and builds confidence in the process.

ALL PARTS OF THE COMMUNITY ARE NEEDED TO CREATE A RECOVERY VISION – STATE OF LOUISIANA, WAVERLY AND PALO, IA, GALVESTON, TX

Engaging all parts of the community to develop the vision and support its implementation gives credibility to the LTCR process and increases the chances for success. Outreach to the community should be tailored to the unique needs of the population after the disaster and should include access for all individuals despite any functional or accessibility limitations. Following Hurricane Katrina, the Louisiana Speaks initiative supported by LTCR used many strategies to engage as much of the local and displaced population as possible in the development of recovery visions, plans and strategies. Five meetings were held in the State of Louisiana, and 12 others outside the State in addition to 37 local open houses held simultaneously in 20 impacted parishes. Phone surveys, workshops, charettes and public meetings are just some of the ways this outreach took place. More than 10,000 citizens participated in some way in the LTCR planning process.³² Many local and national organizations and agencies worked together to support this effort, recognizing the value of engaging as much of the community as possible.

“The invention required [to address planning issues] is not a device for coordination at the generalized top, but rather an invention to make coordination possible where the need is most acute – in specific and unique localities.”

Jane Jacobs, *The Death and Life of Great American Cities* (New York: Vintage Books, 1992), 418.

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LOUISIANA RECOVERY AUTHORITY

FEMA

Louisiana Recovery Planning Day newspaper ad

LTCR has used a variety of strategies and methods to help state and local governments design a recovery process that facilitates consensus across a community spectrum. In Waverly, Iowa, for example,

a stakeholder group was guided through the LTCR Decision Making Tool and Project Development Guide³³, which helped the community leadership articulate recovery strategies, then seek community input to evaluate and confirm priorities. In Palo, Iowa, LTCR helped facilitate the entire community, not just its leadership, through a visioning process that led to a strategic plan based on community input from three public forums and open houses. In Galveston, the Galveston Community Recovery Committee (GCRC) even engaged the committee members in determining how to prioritize recovery projects and analyze which had the greatest catalytic impact or value for LTCR. One of the reasons for the range of community consensus building methods is that LTCR seeks to build on community capacities and strengths.

WORKING WITH EXISTING COMMUNITY SYSTEMS BUILDS TRUST AND EXPEDITES THE RECOVERY PROCESS – GAYS MILLS, WI AND GALVESTON, TX

When supporting coordination, outreach and engagement work, the first step is to identify any existing state or local organizations or committees that could be built on immediately to develop and implement the recovery strategy. In many LTCR engagements, no such organization or committee is present. Consequently, working with the community to establish a recovery structure and process has become one of the core activities of LTCR in the field.

Where possible, ESF#14 LTCR teams have also worked with communities to identify organizations that can adapt their focus to include disaster recovery. For example, in Gays Mills, Wisconsin, the existing long range planning committee, while limited in resources, was trusted by the community and took a leadership role in long-term recovery planning, supported by LTCR. In communities without such structures in place, considerably more time was spent helping establish recovery committees and task forces that enabled people to organize and work together for recovery. Comprehensive planning bodies are not usually in a position to act quickly, flexibly or broadly enough to address accelerated recovery planning, however they may provide a foundation if none other exists. Galveston initially explored using its comprehensive planning process

but decided against stretching that group to address recovery planning. Instead Galveston built a City committee and appointed the executive of the primary Galveston community foundation to head that committee. Existing systems and structures for coordinating and communicating within a community can be built upon to expedite the process for creating a common vision for recovery by forming a trusted foundation for the work to proceed.

ESF #14 PRINCIPLE #3

Project-Oriented – LTCR attempts to help communities demonstrate recovery momentum by focusing on action steps and goals that can be monitored and achieved. LTCR also seeks to focus agencies with possible recovery resources on specific and clearly articulated community needs. If leaders only talk about recovery or make general promises but are unable to translate those conversations and plans into action, support for recovery efforts will lose momentum and possibly support of affected communities.

COMMUNITY TRUST IN THE RECOVERY PROCESS IS IMPORTANT TO COMMUNITY MOMENTUM AND COMMITMENT – GALVESTON, TX AND GREENSBURG, KS

While it is difficult to ascertain whether people trusted the recovery process LTCR helped to establish in their community, a proxy for understanding the level of community trust is how involved individuals became in the process itself. The level of citizen engagement in the recovery process varied significantly across the communities featured in this report. The LTCR processes in Galveston, Texas and Greensburg, Kansas, are perhaps the most participatory of the planning efforts. In Greensburg, Kansas, the community came together to form a committee to meet weekly to discuss moving forward together. In addition, the planning process contained a series of public meetings where hundreds of residents turned out to discuss ideas and reconnect to neighbors and friends dispersed by the disaster. The result was unprecedented levels of participation and commitment to rebuilding the community.

In the high-capacity city of Galveston, Texas, citizen mistrust in prior city efforts led the City Council to establish the Galveston Community Recovery Committee (GCRC) that was open to any and all island residents to become official committee members. The committee was charged with developing a vision, goals and projects that would move Galveston along the road to full recovery from the devastation of Hurricane Ike. With the facilitation support of LTRC, more than 300 Galvestonians convened as official members of GCRC to identify recovery priorities, host open houses for residents to prioritize recovery issues, and ultimately establish 13 working groups, with 14 project development teams, that crafted the projects for the Galveston LTRC Plan. A website was established with support from the local paper to keep citizens abreast of the latest developments in the recovery process. The transparency, inclusiveness, and sheer number of Galvestonians involved in the LTRC Planning process are testimony to the trust people had in this recovery process.



Galveston Community Recovery Committee Meeting

A collage of documents and graphics related to the Long-Term Community Recovery Plan for Greensburg, Kansas. At the top left is the Kansas Department of Emergency Services logo. Below it is a document titled "To help Greensburg and Kiowa County develop the Greensburg and Kiowa County Long-Term Recovery Plan, a Kansas Long-Term Recovery Team - representing the Kansas Emergency Management Agency, Kansas Department of Commerce, Kansas Department of Transportation, Kansas Wildlife and Parks, Kansas Department of Health and Environment, Kansas Development Finance Authority, Kansas Housing Resources Corp. and other agencies - is working closely with the Federal Emergency Management Agency." Below this is a large graphic with the text "LONG-TERM COMMUNITY RECOVERY PLAN" and "GREENSBURG • KIOWA COUNTY, KANSAS". At the bottom, there are two text boxes: one stating "Despite personal inconvenience, distance and seemingly daunting task at hand, a small group of dedicated residents have worked tirelessly with a core group of FEMA personnel to develop a Long Term Recovery Plan for the Greensburg community..." and another stating "The Long Term Recovery Plan represents an opportunity for devastated community to rebuild itself in a stronger, greener and friendlier place to live, work and play."

Kansas Long-Term Recovery materials

DRAFT

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ESF #14 PRINCIPLE #4

Promote Mitigation – LTCR promotes building safer, stronger and more resilient and encourages communities to make the most of the opportunity created during the recovery process. Recovery is only effective if eliminates or reduces the risk that caused the event and improves the long term sustainability of the community. LTCR supports coordinated decision making for massive reinvestment after extraordinary disasters; communities often need assistance to integrate mitigation into varied decisions and re-planning. Hazard mitigation, risk reduction and sustainability choices are integrated throughout recovery policy and reinvestment decisions.

LESSON 3: PLAN FOR RECOVERY

A plan can ensure everyone has the same understanding of the direction and rationale for the decisions and options identified. Once a community determines where it wants to be at a certain point in the recovery process, it is important to formalize that vision, and concretely determine how to get to those end points. LTCR has worked with over 160 communities to develop multiple types of planning and decision making documents, from simple project reports, to documenting goal setting meetings, development of option papers or strategies, all the way to comprehensive long term community recovery plans. These experiences have illustrated several lessons regarding the importance of planning for recovery.

PARTNERING IN RECOVERY PLAN DEVELOPMENT ENABLES STRATEGIC USE OF LIMITED RECOVERY DOLLARS – GREENSBURG, KIOWA COUNTY, KS

Planning provides the opportunity for stakeholders to think through how projects could work together to better leverage funding. This could result in new ideas that benefit a greater number of people and leverage limited recovery dollars. In Greensburg, Kiowa County Kansas, the library and historic museum, each of which had limited operating capability prior to the disaster, decided to create a

joint space and partnered with the extension office and a new media center to pool their collective funding, reduce operating expenses for all, and leverage interest from each group's supports and interest base. The collective – known as the Kiowa County Commons – broke ground in April of 2010. This project, which is certified Platinum through the LEED (Leadership in Energy & Environmental Design) Green Building Rating System, is expected to be completed by June 2011.



Waverly Smart Planning Recovery Workshop Image, May 2010

LTCR PLANNING IS AN IMPORTANT EARLY STEP TO ESTABLISH AGREEMENT ON FUTURE PLANNING EFFORTS – CALCASIEU AND WASHINGTON PARISH, LA, PALO, IA, GALVESTON, TX AND PENSACOLA, FL

After Hurricane Katrina, Washington Parish established a nine-member planning commission to administer land use ordinances. In June 2010, comprehensive development ordinances were formally approved by the parish council. New city staff positions were also added to build capacity. Calcasieu Parish is also engaged in comprehensive planning, and used the projects listed in LTCR plan to jump start "Vision Calcasieu" that is focused on 2030 and is being developed with municipalities across the parish. The City of Sulphur in Calcasieu Parish has followed suit, engaging in a community planning process to create "Vision Sulphur." The City of Sulphur also created a Master Plan Advisory Committee in May 2010 to determine the roadmap for developing land use plans.

In Iowa, comprehensive and other continuing local planning initiatives were informed by LTCR work. For instance, Palo brought its comprehensive plan up to date in the context of LTCR strategies, and benefited from the technical assistance of the East Central Iowa Council of Government, one of its newly-obtained recovery partners. In addition, work with LTCR catalyzed several Iowa communities to move to the next phase of sustainability planning. Six of the ten communities assisted by LTCR applied for and received EPA Smart Growth implementation assistance to continue plan development, including more detailed infrastructure and development strategies, policy reviews and design concepts. The Cities of Galveston and Pensacola, which had a strong history of comprehensive planning, updated those documents based on LTCR efforts. As a result, Pensacola is currently implementing the new Pensacola Urban Core Community Redevelopment Area Plan (2010), and Galveston's downtown redevelopment plan, identified in the LTCR plan, is underway. In all of these examples, community engagement in the LTCR process catalyzed planning for future growth and development.

OFFICIAL RECOGNITION AND ACCEPTANCE OF RECOVERY PLANNING SOLIDIFIES OWNERSHIP AND COMMITMENT – GALVESTON, TX, PALO, IA, AND CALCASIEU PARISH, LA

Many of the communities served by LTCR teams officially adopted their plan or strategy, creating an official framework for recovery, and a collection of objectively measurable indicators of progress. The Galveston City Council accepted the Long-Term Community Recovery Plan developed by the GCRC; two years later, over 70% of the projects in the LTCR plan have been implemented. In Palo, the Economic and Business Recovery LTCR Strategy called for the town to create its own public water utility, and end reliance on individual water supply. In August 2009, citizens passed a measure for the City to create its own public water utility, a measure that had failed twice in the past eight years. The severity of the flooding, and the importance of this action for the Economic and Business Recovery LTCR Strategy changed the voter's perspectives. Palo also established a Chamber of Commerce to actively retain local businesses and established stronger flood

ordinances to help build back safer and stronger. At the state level, Iowa passed Smart Growth legislation that dovetailed with larger planning objectives, and this legal framework reinforced sustainable recovery.

In communities that did not officially adopt recovery plans and strategies, there is greater variability with how projects are pursued and implemented. In Calcasieu Parish, the absence of actual adoption of plans meant that adherence to LTCR was in the hands of government officials motivated to see elements of the plan implemented. While the plan was not officially adopted, planners and politicians that had been involved in the process ensured that the recovery concepts and projects informed other planning documents and frameworks used by the Parish.



Long-Term Community Recovery Plan – Galveston, TX



Architectural rendering of the SEED Center at McNeese University – Calcasieu Parish, LA

LESSON 4: THE TIMELINE FOR RECOVERY IS LONG

Communities evolve slowly over hundreds of years, growing organically or within a structure of land use zoning regulations, with other factors such as climate, politics and culture affecting the course of development over time. When a disaster event occurs, it shocks and changes the entire community system at once. The amount of time it takes for a community to recover from a disaster event will vary widely according to the scale and timing of the disaster, the state and local community's capacity to address recovery issues, and the influences of the larger region and economy. Compromised or reduced state, tribal or local capacity creates challenges to receiving and effectively utilizing recovery support. ESF #14 has learned that communities must be positioned to plan and adapt over the long term. Outside support can assist and advise, but to be successful and accelerate the pace of recovery, the public must be committed to the recovery process.

PUBLIC COMMITMENT AND MOMENTUM CAN ACCELERATE THE TIMELINE FOR RECOVERY – PENSACOLA, FL, PALO, IA AND SOUTHWEST LOUISIANA

The key to the success and speed of recovery is the public's commitment to the recovery process. Federal resources are in place temporarily to help the process – however it is up to the state and local government



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and community members to carry out the recovery. Therefore, local ownership of the recovery planning process and implementation of the recovery vision is critical. In Pensacola, Florida the private sector assisted in bringing LTR support after Hurricane Ivan in 2004 and served as a resource for local officials. The efforts of the private sector, the community's interest in self-organizing for recovery, and the development of a broad-based community structure to design and implement LTR activities contributed to the vitality, perseverance, and success of recovery efforts.

Strong project champions in the community can drive recovery projects forward. Often, it takes months or years to obtain funding and/or political support to bring a project to fruition. Continuing to maintain stakeholder interest and engagement in the long-term recovery process after LTR or other outside supporters departs is key to the success of recovery project implementation efforts. Palo, Iowa experienced severe flooding in June 2008 that affected 95% of the community. The town's city hall was damaged and the town decided to rebuild it in an area outside of the floodplain. The process of evaluating sites, obtaining funding and designing the facility took almost two years; the groundbreaking for the facility took place in May 2010, two years after the flood. In Southwest Louisiana, business leaders worked in partnership with a local university to obtain land and funding for an entrepreneurial center that would serve southwest Louisiana. This

project was put forth post-Katrina during the LTCR planning process. Ground was broken in October 2010 for the Southwest Louisiana Entrepreneurial and Economic Development (SEED) Center. The commitment of local leaders in these communities drove key recovery projects forward. Without local champions, recovery projects may founder and the overall recovery of the community will take a longer period of time.

REDUCED CAPACITY IMPACTS WHEN COMMUNITIES FEEL RECOVERY ASSISTANCE IS APPROPRIATE AND USEFUL – STATE OF TEXAS

Ideally, the process of response and recovery would occur in parallel, and the community could take the long-term plan for the community into consideration immediately after the disaster event. In reality, community members are overwhelmed and focused entirely on present efforts to address individual and community needs. State officials in Texas felt that LTCR's requests for recovery information, requests for state staff to attend weekly or biweekly recovery meetings, as well as follow up on recovery actions during the early response phase of Hurricane Ike were burdensome.³⁴ The City of Galveston felt the attempts to engage the community came too soon after the disaster when still overwhelmed by emergency response activities.³⁵ However, by the time the community may feel it is stabilized and prepared to engage with those providing recovery planning assistance; key decisions have been made that will affect the long-term redevelopment of the community. Clear, implementable and timely³⁶ recovery plans can help provide a roadmap to recovery and serve as a tool in the recovery process.³⁷ Still, the community must be in a position to undertake these efforts by developing the capacity and capability. Communities with reduced capacity may feel LTCR assistance comes too soon, but there are benefits to engaging as early as possible; doing so enables technical support specialists to identify and engage key stakeholders and government leadership, inform decision makers of possible long-term impacts and assess level of sector damage.

STATES SHOULD PLAN TO TAKE THE REINS OF RECOVERY –STATE S OF LOUISIANA, IOWA AND MISSISSIPPI

States that act quickly to establish a state-level recovery body (task forces or commissions) or a designated recovery agency are able to maximize federal resources post-event. Both Louisiana and Iowa established formal coordination structures at various levels of government. Louisiana developed the Louisiana Recovery Authority that worked to secure funding and other resources needed for the recovery, established principles and policies for future development, tracked and reported on recovery progress and partnered with public and private entities on LTCR efforts. The Rebuild Iowa Office and the Rebuild Iowa Advisory Commission were established to provide state level leadership in identifying prioritizing, and addressing short- and long-term recovery issues and ensuring that damaged communities rebuild in a way that makes them more resistant to future disaster impacts. At the state level, both had task forces and advisory groups focused on different sectors of recovery (housing, economic development, etc.). In Mississippi, the Governor established the state-level Commission for Recovery and Renewal that undertook a state charette process, organizing community meetings and working with local government to develop recovery projects. Mississippi requested ESF#14 LTCR assistance and the LTCR teams were able to step into the State framework for recovery, supplementing the planning expertise and assisting localities in moving recovery projects forward. States that understand the value of LTCR planning and are prepared to engage with federal resources post-disaster are primed to move forward quickly in partnering with LTCR to assist communities and coordinate available resources.

LESSON 5: PARTNERSHIPS AND ORGANIZING

Rebuilding and redeveloping a community is a large task that requires the work of many individuals and organizations. No single person or organization can complete all the work that will need to be done. For this reason, it is critical that partnerships are built and developed that can carry out the work of recovery. These partnerships need to exist at many levels including local, state, federal, private and nonprofit and across diverse sectors including housing, economic, and infrastructure. Coordinating recovery stakeholders provides a means of sharing information, reducing duplication of efforts, and enables partners to develop strategic paths forward.

ESF #14 PRINCIPLE #5

Build Partnerships and Coordination – Partnerships and coordination structures are the keys to long-term support and commitment. LTCR attempts to provide a neutral platform for all stakeholders to come together to build and develop these partnerships, identify needs and challenges, resolve problems and develop collaborative solutions, which will result in a more efficient and effective recovery effort. These partnerships include all levels of government, private sector, non-profit, faith based community organizations and all stakeholders in recovery. LTCR is the early catalyst and demobilizes with the expectation that these partnerships and coordination structures will continue to develop under state leadership and provide lasting benefit to community recovery as implementation progresses.

RECOVERY STRUCTURES CREATE A PLATFORM FOR COOPERATION –STATE OF IOWA, CITY OF PALO AND WAVERLY, IA AND HANCOCK COUNTY, MS

Many states and communities have established recovery structures to coordinate and facilitate recovery efforts. These have varied from having a single point of contact to organize cabinet level agencies to provide assistance to communities as done in Kansas following the 2007 storms to

A partnership between LTCR and EPA started in Greensburg, Kansas after the tornado in 2007. In the months that followed EPA worked with State and federal partners to provide technical assistance, including bringing experts to educate the community on strategies for efficient rebuilding and sustainable design. This partnership expanded to benefit more communities in Iowa in 2008. After the 2008 floods and tornadoes in Iowa, ESF#14 partnered with EPA, US Department of Agriculture, the Rebuild Iowa Office and Iowa Department of Economic Development to bring Smart Growth technical assistance to six communities. ESF #14 and EPA representatives conducted site visits to meet with local officials, tour the selected communities and determine how agency partners could collaborate to provide technical assistance to the community. EPA consultants studied local ordinances and comprehensive plans and developed policy recommendations and visual renderings of potential development scenarios. FEMA and EPA are continuing to develop and build this inter-agency partnership with the recent signing of an MOU.

establishing a completely new organization like the Louisiana Recovery Authority following Hurricane Katrina. At the local level, LTCR teams helped communities that lacked coordination structures, like the town of Waverly, Iowa establish new stakeholder groups to bring people together. In towns like Palo, Iowa that had existing stakeholder groups, the LTCR team helped the community use those structures as a

basis, and expanded on them to coordinate recovery partners and mobilize the LTCR effort. In Iowa, the LTCR process created a platform for the Councils of Government to form stronger relationships with communities in its purview. The establishment of a structure and participation in a process helped at all community levels. In Escambia County, Florida, one person involved in the recovery process remarked, "While we rebuilt the community, we rebuilt neighborhood ties."

In Hancock County, Mississippi a non-governmental stakeholder - the Chamber of Commerce - became a primary driver of recovery collaboration and coordination. Initially, Hancock's government established a county-wide recovery coordination framework; however, so many people wanted to champion the various recovery projects that critics felt the overall recovery process became unfocused and fragmented. Eventually, the lack of a functional coordination system contributed to Bay St. Louis and Waveland breaking off from the county-wide recovery effort and pursuing their own interests and projects, without substantial coordination with other Hancock County communities. The Chamber of Commerce responded to the enduring need for cross-sector collaboration and became the hub for non-profits, the private sector, and other interested partners to work together on the recovery.

PARTNERSHIPS MUST BE BENEFICIAL FOR ALL INVOLVED TO ENSURE ONGOING COORDINATION AND COMMUNICATION – CALCASIEU PARISH, LA

In order for partnerships to help move recovery forward, they must be productive and worthwhile for all involved. Mutually beneficial partnerships create a unity of purpose among those involved and ensure collaboration. Demonstrating results and progress is the most effective way of continuing coordination - at all levels. In Calcasieu Parish, Louisiana, local universities and businesses got engaged in LTCR and formed lasting partnerships that have helped catalyze recovery projects. One example of a partnership that led to successful recovery project implementation is the Southwest Louisiana Economic Development Alliance. This Alliance of business, government and private partners along with McNeese University worked together to establish

an entrepreneurial center for southwest Louisiana following Hurricane Rita. This partnership benefited all of the recovery partners, who had a shared goal of strengthening and sustaining economic activity in Southwest Louisiana.



Site of the Hancock County, MS business incubator



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IMPACTED COMMUNITIES CAN LEARN FROM THOSE WITH RECOVERY EXPERIENCE – STATE OF TEXAS, COLORADO, FLORIDA, IOWA, AND MISSISSIPPI

As community leaders struggle to help their town rebound, many have found it useful to establish mentorship relations with jurisdictions further advanced in their recovery. Consequently, LTCR teams have facilitated partnerships among many jurisdictions, setting up conference calls, site

visits, and video-teleconferences that allow frank conversations between local leaders on how to get the job done and accomplish recovery goals. In Texas, local officials from southwest counties hit by Gustav and Ike met with state and local government



Greensburg, KS Sustainable Communities – Peer-to-Peer Recovery Workshop



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leaders from Colorado, Florida, Iowa and Mississippi through a video-teleconference arranged by the LTCR team. Topics included next-steps after completing the recovery plan, collaborating effectively with various levels of government, project development, funding and coordinating local and regional efforts. Due to the long-term nature of recovery, states and communities with prior experience provide a real-world counsel and advice to those in the early stages of recovery.

THE LONG TERM RECOVERY PROCESS IS AN OPPORTUNITY TO REINVIGORATE COMMUNITY INVOLVEMENT AND COLLABORATION – PALO, IA, AND PENSACOLA, FL

The LTCR process involves stakeholder outreach, community meetings and workshops that can lead to a high level of community engagement post-disaster. This level of engagement can be sustained over time when local leadership and community members are committed to communication and collaboration. After flooding affected the city of Palo, the city's Storm Water Management Committee, which existed prior to the storm, saw an increase in community participation. According to the Mayor of Palo, there is ten times more information available to the public than before the flood, and he credited both FEMA LTCR and city staff for this change. Since flooding devastated Palo, a representative from the East Central Iowa COG indicated there has been more collaboration between the Councils of Government and the community. Local ownership of the recovery and public commitment to the process ensures that community will remain engaged.

In Pensacola, Florida, where prior stakeholder engagement efforts had shown that the “community can be its own worst enemy,” the LTCR team was relied upon to “neutrally” facilitate coordination and collaboration. Pensacola had many projects on the docket due to Florida’s comprehensive planning requirements, and stakeholders saw the recovery process as an opportunity to come up with new ideas and push agendas. Consequently, the LTCR team was asked by the City to help negotiate projects and ensure that public, private, and non-profit sector partners had specific roles in coordinating with each other. Many residents of Pensacola felt like the recovery process helped mend local relationships.

BOTH IMPACTED COMMUNITIES AND POTENTIAL FUNDERS ARE REQUIRED TO CATALYZE RECOVERY PROJECT IMPLEMENTATION – SPIRIT LAKE NATION, ND, STATE OF IOWA, STATE OF MISSISSIPPI

While identifying potential funding sources for recovery projects is beneficial, communities sometimes find the process of navigating funding regulations and restrictions to be overwhelming. LTCR has incorporated a stronger federal coordination component in assisting disaster-

impacted communities. In North Dakota, LTCR team members convened over fifty federal officials in Bismarck so they could be informed of recovery challenges faced by the Spirit Lake Tribal Nation (SLN) after flooding in 2010. SLN recovery committee members will continue to work with federal agencies to get their expertise in how best to use existing program funds to implement tribal recovery projects, which best practices to incorporate in recovery projects, and to build local capacity to sustain recovery efforts long term.

In Iowa, following the 2008 floods, LTCR and the State of Iowa worked together to form the Iowa Inter-Agency Coordination Team (IACT). This forum brought together federal and state partners to coordinate and also hear directly from the community about their needs and priorities for recovery. Discussion with and between both the community and potential funding entities followed to identify ways to successfully implement these strategies. In Mississippi, following Hurricane Katrina, federal program representatives were brought in to consult with County and municipal leaders in roundtable forums. There were five highly impacted counties; each county had one all day meeting to receive personalized attention on their recovery issues, pose questions on funding eligibility and inquire about potential funding for a variety of projects.



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LESSON 6: LEADERSHIP AND CONSISTENCY

Consistent and ongoing efforts are critical to the progress of recovery. Having a recovery plan is only the first step in successfully rebounding from a disaster. Fully designing, managing, and implementing the projects that catalyze recovery is the phase of the process that takes years of dedicated hard work and resources. Sustained recovery leadership has been provided by city departments, task force chairs, private citizens, and people specifically hired to serve as Recovery Managers.

NEW AND VARIED LOCAL LEADERSHIP MAY EMERGE AS RECOVERY MOVES FORWARD –STATE OF TEXAS, STATE OF FLORIDA, PALO, IA AND GREENSBURG, KS

Often government officials take a leadership role during recovery, but there are many examples of other citizens stepping forward to lead the community's recovery effort. In Palo, Iowa the local greenhouse owners supported and actively engaged in the LTRC process; they also offered space at their business for LTRC community meetings. In Texas, Kansas, Florida and other communities, religious leaders spoke about recovery efforts and galvanized support of their congregations. Through the Public Square process undertaken during the recovery efforts in Greensburg, Kansas, community members not previously active in civic projects joined the recovery process and assumed leadership roles. Community members expressed their surprise and appreciation at the willingness and dedication of neighbors to lead recovery efforts, especially among those who were not traditionally engaged in civic activities.

ONGOING MANAGEMENT AND A DEDICATED SOURCE OF LEADERSHIP FOR RECOVERY EFFORTS MAINTAINS MOMENTUM – GAYS MILLS, WI

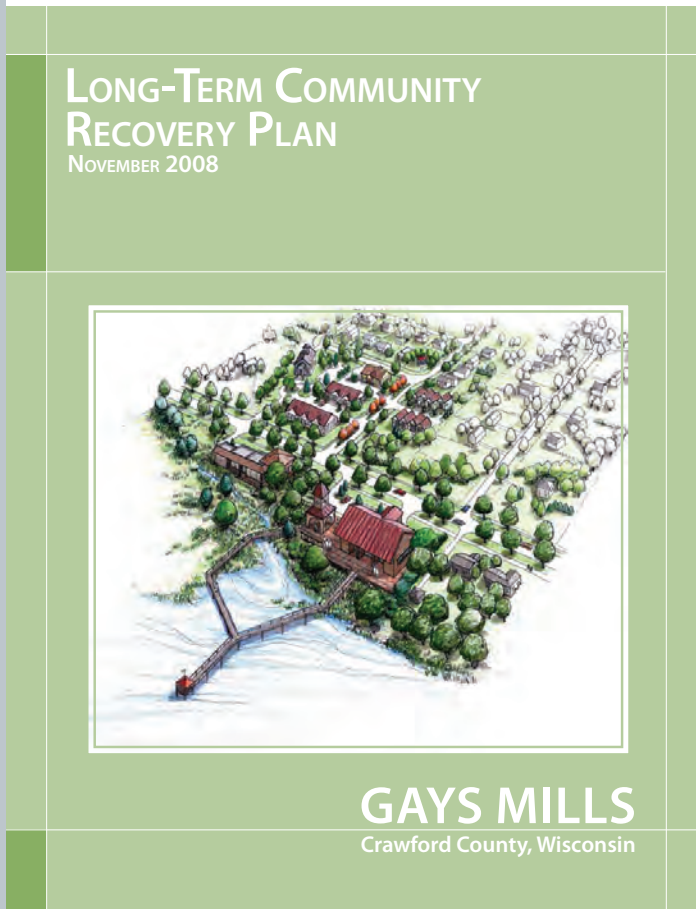
The implementation of recovery strategies and plans generally requires a dedicated recovery staff and/or the provision of long-term technical assistance. Despite the vital importance of Recovery Managers to the process of "building back better," funding for these new positions is always a challenge. No single

ESF #14 PRINCIPLE #6

Engage the Community – LTRC believes that in order for recovery to take place, the local community and all of its stakeholders and populations must be vested in the process. The community is made up of a diverse group of individuals and organizations that together form the whole. Public participation in the recovery process ensures broad support and collaboration and makes use of local knowledge and resources. Formal and informal leaders in the community are vital to success, however the residents must shape the path to recovery in order to support and implement the key steps. The way this engagement takes place adapts to community needs, but is always an element of recovery.

grant currently funds this role. Gays Mills, WI funded their Flood Recovery Manager through a creative mix of Health and Human Services (HHS) Social Service Block Grants and EDA grants. Midwest states have routinely turned to EDA for this type of support, while Bolivar Peninsula in Texas received assistance from Galveston County to support a Recovery Manager. The difficulty in identifying funding has caused gaps between the departure of an LTRC Team and the Recovery Manager beginning work, slowing the momentum of recovery. However, when this person has come aboard, he or she is generally able to rebuild momentum and push forward recovery projects and initiatives.

The main responsibilities of a Recovery Manager are to help the community implement the recovery projects identified in the plan and help the community be stronger and healthier. Having a single person or office ultimately responsible for recovery implementation creates a lasting center of gravity for recovery-related activities. Having a flood recovery manager has allowed Gays Mills to successfully pursue grants from various state and federal partners: purchase tracts of land identified in the LTRC Plan to relocate the flood ravaged portion of the community; procure design services for its relocated community center and village hall;



Long-Term Community Recovery Plan – Gary Mills, WI

partner with the Mississippi River Regional Planning Commission to conduct comprehensive planning and with the Wisconsin Department of roads to slow traffic down near the relocation site to make the new town pedestrian friendly; and provide business development support to locally owned companies. Recovery Managers can also be community builders. For example, the flood recovery manager writes weekly columns in the local paper to promote the type of community established in the Gays Mills LTCR vision statement. The topics discussed range from economic growth to eco-tourism. Overall, the Gays Mills Recovery Manager has helped the community move forward 12 out of 17 projects identified in the LTCR Plan.

SUPPORT NEEDS TO BE TRANSITIONED OUT GRADUALLY WITH DELIBERATION, NOT RAPIDLY OR WITHOUT A STRATEGY FOR SUCCESSFUL ONGOING EFFORTS—STATE OF LOUISIANA, ESCAMBIA, FL, PALO AND IOWA CITY, IA

Much like Recovery Managers, LTCR teams generally boost community capacity to accelerate the recovery process. Consequently, regardless of whether a team is in a community for four years, or four weeks, abrupt departures make it difficult for the community to maintain momentum without disruption. In Louisiana, in early 2006, the disaster leadership decided to demobilize LTCR teams with only a few weeks of notice to communities and the State, making it difficult to provide communities with the training and capacity building needed to use the recovery tools and plans developed to guide recovery. Calcasieu Parish officials expressed their desire for help with recovery implementation and connecting projects with resources. While a follow-on office was established at the Louisiana Transitional Recovery Office, it had a much more focused mission than the initial long-term recovery operation.

In Florida, Escambia county officials recalled the transition being difficult because it happened too quickly and prematurely, with the effect that “everyone went back to their silos and there was no collaboration and coordination.” In the case of Florida, a continuing onslaught of storms and increasing number of communities in need made it challenging for the LTCR team to continue dedicated supported with the transition and implementation phase of the disaster. While FEMA tried to hire Recovery Managers to support the next phase of re-development, internal challenges with the hiring process continued to make it difficult to provide the ideal level of support to impacted communities.

In contrast, after the Midwest floods in 2008, towns like Palo and Iowa City continued to receive technical assistance once the LTCR planning phase was complete, which helped sustain the momentum of recovery. In Palo LTCR provided on-the-ground support for 12 weeks then departed in December. Following the departure, LTCR developed additional tools that would help the community recover,

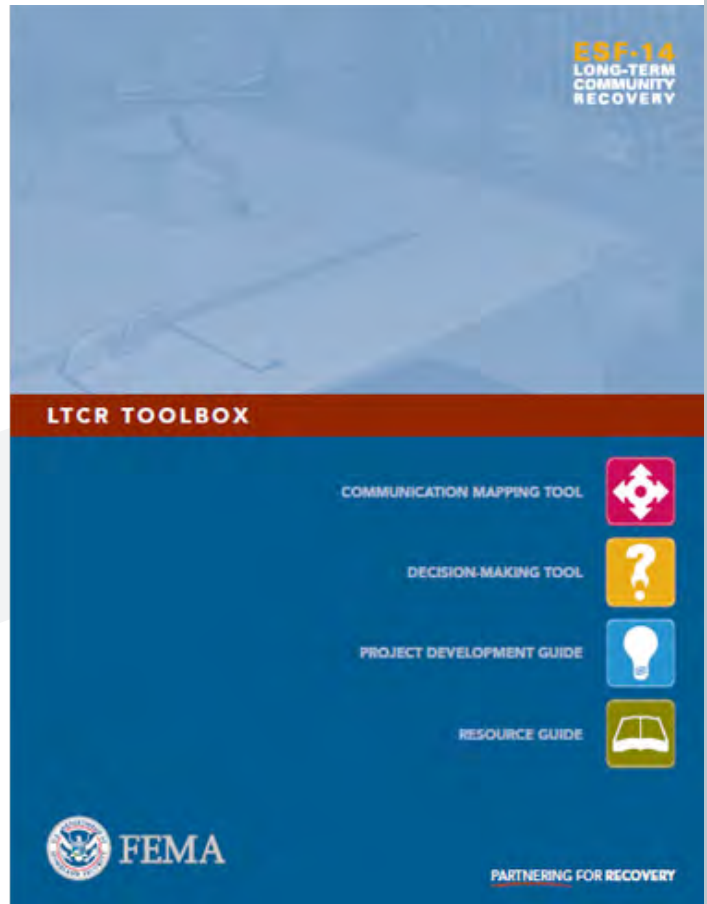
and then returned in February 2009 for a series of workshops to increase local capacity to implement recovery strategies. The LTCR tools developed by the LTCR Team included a Decision Making Tool and Project Development Tool to help delineate specific steps to moving forward. In Waverly, EPA began providing Smart Growth Assistance on the heels of the LTCR's departure, providing continuity of technical assistance. The smooth transition was further supported by the state and region's recovery capacities. The Council of Government took a strong role in supporting communities, and the State, using EDA grants, funded recovery liaison positions that allowed for connectivity between various levels of government. These efforts to sustain momentum and gradually transition LTCR support benefitted these Iowa communities.

TARGETED FOLLOW UP AND SUPPORT CAN REINVIGORATE AND REFOCUS EFFORTS TO MAINTAIN MOMENTUM HOWEVER, SUSTAINING EFFORTS MUST BE UNDERTAKEN LOCALLY - BOLIVAR PENINSULA AND CHAMBERS COUNTY, TX

Abrupt departures of recovery support negatively impact the pace of recovery. LTCR has increasingly focused on developing Transition Plans with a community, and providing implementation support when necessary. In Texas, for example, the LTCR team demobilized in May 2009 after facilitating development of the *Bolivar Blueprint*, a document that outlined goals and objectives of the recovery and the *Chambers County Long-Term Community Recovery Plan*, a document that described the ideas and strategies for the recovery as developed by the community. After the team demobilized, recovery on Bolivar Peninsula and in Chambers County stagnated.

In October, Galveston County hired a recovery coordinator who utilized the LTCR Toolkit to re-engage the community in the recovery process. Approximately one month later, LTCR deployed two team members to provide technical assistance to the Blueprint Director. This effort led to the *Bolivar Blueprint Recovery Plan*. Upon the request of the County, the LTCR was redeployed later in 2010 and assisted the community in establishing a non-profit 501(c)(3) corporation (Peninsula Development Coalition, PeDeCo) that would take the lead in implementation recovery project funding and

management. As one of their first efforts, PenDeCo held a Community Resource Fair where the non-profit board members and other residents met with representatives from nearly 20 local, state, and federal agencies and NGOs.



ESF #14 LTCR ToolBox

To date, PenDeCo and the Blueprint Steering Committee are working on implementing recovery projects associated with bank stabilization along the Intracoastal Waterway, master planning parks and tourism, managing HMGP buy-out properties, and PenDeCo is a consortium partner with H-GAC³⁸ that recently received a \$3.75 million Sustainable Communities Regional Planning Grant from US Department of Transportation, HUD, and the EPA. The targeted support from ESF #14 allowed the community to continue working towards recovery while benefitting from additional capacity at critical times.

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LESSON 7: ROLE OF THE STATE GOVERNMENT

Actively engaged state governments are better able to maximize federal resources and establish the credibility of a collaborative recovery process with local communities impacted by a disaster. States with well established relationships with local government officials and key recovery stakeholders are generally able to easily introduce concepts and technical support to communities, to accelerate the process of community engagement, and propel the momentum of recovery. The State is a critical partner for LTCR to establish relationships, and build trust and credibility with the local community.

THE STATE IS A VITAL LEADER IN BUILDING TRUST AND DEMONSTRATING LEADERSHIP- STATE OF TEXAS, STATE OF IOWA

When the state government and LTCR teams approach communities in partnership to offer recovery assistance, local leaders are likely to embrace the LTCR process. In Texas, following Hurricane Ike, LTCR spoke with five counties to make an offer of LTCR assistance. One of the communities felt they would not benefit from the LTCR process, resulting in only four partnerships to develop and launch their recovery planning process. Offers of assistance came from the LTCR leadership directly to the community with the State's agreement.

A more deliberate approach that included partnering with the State to offer LTCR assistance was used in Iowa following the 2008 floods. In Iowa, the State of Iowa's Rebuild Iowa Office and LTCR jointly went to community leaders to discuss the options for assistance. Convening a joint meeting with all levels of government demonstrated a unity of effort that establishes the legitimacy of the assistance. When LTCR does not have prior experience working with local communities, it is more effective and there is a greater chance for successful support when the state can serve as a partner, provide introductions and help guide recovery resources and an engagement strategy.

Why is Coordination Important?

If a community's hospital that is underinsured is destroyed by a disaster, who do they turn to for help? DHS, Health and Human Services? FEMA's Public Assistance Program? The Department of Housing and Urban Development? EPA's Smart Growth Program? Department of Energy? Depending on the circumstances, the answer could be: all of the above. However, "none of the above" usually coordinate their technical assistance and resources unless asked to do so. Below are examples of federal government expertise that can be applied to help disaster-impacted communities.

NOAA: Assess damage and economic impacts to fishing ports, infrastructure, fishing vessels, recreational fisheries, and other coastal economic issues. Conduct Needs Analysis. Provides technical assistance in rebuilding efforts that support long term sustainability and resilience of the fisheries and communities to future disasters. Assist in mitigating long term coastal and human health impacts.

USDA Rural Development (RD), Business and Cooperative Development Loan and Grant Programs: This program works in partnership with the private sector and the community-based organizations to provide financial assistance and business planning. It also helps fund projects that create or preserve quality jobs and/or promote a clean rural environment.

HHS: Conduct impact analysis and needs assessment of damages to public social welfare facilities/institutes (orphanages, homes for the aged, rehabilitation centers for the mentally or physically disabled, and other facilities for drug addicts, prostitutes and the destitute).

EDA: The Local Technical Assistance Program helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in economically distressed regions from making optimal decisions on local economic development issues.

DOE: The Electric Markets Technical Assistance Program responds to both immediate and long-term needs of states, regions, and other organizations to implement policy and market solutions that bring about improved demand response, energy efficiency, renewable energy, and transmission utilization.

LOUISIANA SPEAKS

Our Voice. Our Plan. Our Future.

LOUISIANA LONG-TERM RECOVERY PLANNING



FEMA

ESF #14
LONG-TERM COMMUNITY RECOVERY

Partnership between LRA and FEMA ESF #14 LTCR



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STATE PARTNERSHIP AND INVESTMENT IN LTCR BUILDS CREDIBILITY OF THE PROCESS WITH LOCAL COMMUNITIES- STATES OF FLORIDA, IOWA, MISSISSIPPI, AND LOUISIANA

In Florida, Mississippi, Louisiana, and Iowa, State-level officials introduced the LTCR teams to local and county officials, validating the role of ESF #14 in the state’s overall recovery strategy. In Louisiana, the Louisiana Recovery Authority (LRA) introduced LTCR leadership to local leaders, non-governmental organizations, and other recovery stakeholders at a large meeting in Jennings, and explained the type of assistance that would be provided as part of the state’s overall strategic approach to recovery. The LRA also committed one State National Guard to work with each community-based LTCR office. In Mississippi, Governor Haley Barbour requested the activation of LTCR and integrated the teams into the on-going recovery charette process. Iowa took an even more proactive approach to supporting and engaging the LTCR teams. In the spirit of partnership, the state established the Rebuild Iowa Office (RIO) and with LTCR support, deployed RIO liaisons to work with each flooded region, and met jointly with LTCR teams and affected jurisdictions to adapt the level of support to the capacity of each community. In addition, the state successfully encouraged the participation of its Councils of Government in the LTCR process.



Greensburg Water Tower

LESSON 8: FEDERAL OPERATIONS AND SUPPORT

While communities drive recovery, the federal government can complement state governments and the private and non-profit sectors, by using its programs, expertise, and convening authority. Due to the range of federal programs and expertise, coordinating federal capabilities is a challenging endeavor. ESF #14 was established to bring together the federal expertise and programs that can assist a community and support coordination between the many stakeholders that can contribute to recovery. The examples in this report demonstrate that LTCR can support a community's recovery, however, many lessons have emerged to improve federal recovery operations and support to communities.

WELL COORDINATED FEDERAL ASSISTANCE, EASILY UNDERSTOOD AND ACCESSED BY LOCAL GOVERNMENT ACHIEVES THE GREATEST IMPACT - GREENSBURG, KS, STATE OF GEORGIA AND STATE OF TEXAS

The federal government contains a range of capabilities that can provide assistance to states and communities after a disaster that help recovery of the built, natural, economic and social environment. The Department of Energy provides technical assistance with energy efficiency and weatherization; NOAA supports coastal zone management and habitat restoration; the EDA assists economic assessments and regional planning; and the Corporation for Community and National Service provides Vista and AmeriCorps Volunteers to help build community recovery capacity and address social challenges. If each Department, Agency or program individually approaches a disaster-impacted community, confusion and inefficiency is likely.

Overwhelmed local governments are often unable to process the offers of assistance or position themselves to make the best use of this help due to the immediate pressures of disaster response and the challenges of operating in this new environment. LTCR attempts to assist with this coordination function; however it has met with varying degrees of success. In Cobb County, Georgia, LTCR partnered with HUD, along with state agencies to offer local homeowners expertise on mortgage and foreclosure issues being faced after suffering flood impacts. In Greensburg, KS, successful interagency coordination and collaboration with the community allowed the creative use of funding from multiple sources. For example, funding from FEMA, USDA-RD, State of Kansas, Rotary Club and South Central Community Foundation was leveraged to rebuild the water tower. The capacity of the new water tower was doubled to help attract new business to the area. It served as a model of working together for future investment.

In contrast, after Hurricane Ike, President Bush signed HR 2638 allocating \$21.3 billion for Emergency Supplemental appropriations. More than seven agencies received funding to assist with disaster recovery, each with different application deadlines



Central Water Reclamation Facility

and funding timelines. None were aligned or sequenced to the work with the communities' process for identifying and implementing their recovery vision and plan.

RECOVERY LEADERSHIP SHOULD STRIVE TO MOBILIZE AND SUSTAIN INTERAGENCY COORDINATION - STATE OF TEXAS, SPIRIT LAKE NATION, ND, SANTA ROSA, FL, GREENSBURG, KS, AND STATE OF IOWA

After most large disasters, FEMA as the coordinator for ESF #14 has worked with state and local counterparts to establish working groups or taskforces that provide a platform for interagency- and cross-sector collaboration on issues ranging from housing, health and social services, economic revitalization, to environmental protection and restoration. After the 2008 Midwest Floods, Iowa created the Interagency Coordination Team (IACT). For Hurricane Ike and Gustav, Texas established a coordination initiative with over 60 participating entities. In 2010, the Spirit Lake Nation in North Dakota had Tribal Recovery Working Groups focused on multiple sectors. These coordination forums have typically resulted in: disaster-wide impact assessments (e.g. Hurricane Ike Impact Report), recovery plans and strategies, and federal agencies creatively partnering to fund community recovery projects. Examples of the latter include: the Waste Water Treatment plant in Santa Rosa Florida, a Master Plan for Greensburg funded by USDA Rural Development; local capacity building for Smart Growth through EPA; Recovery Managers through EDA; and rebuilding through CNCS AmeriCorps. In Iowa City, the EPA Smart Growth consultants and the LTRC Team focused on the Riverfront Crossing District in Iowa City. The city expressed interest in sustainable development options for this area based on existing ordinances and an analysis of the market for residential and mixed-use development. The EPA consultant team delivered a report that included visual renderings of the riverfront district, a market overview and policy options. Iowa City capitalized on the assistance available and sustained the partnership with EPA to achieve its long-term priorities. These efforts would not have been possible without ongoing interagency coordination and collaboration.



Iowa Inter-Agency Coordination Team (IACT) Meeting Cover

COORDINATING FEDERAL INFORMATION AND EFFORTS IS MOST PRODUCTIVE WITHIN AN ESTABLISHED SYSTEM - NASHVILLE, TN

Federal disaster recovery senior leadership across all relevant agencies must take an active and engaged role and work together to more effectively deliver assistance. In Tennessee, after the Nashville floods, a senior Federal Coordinating Officer (FCO) led the LTCR teams through the impact assessment phase of the disaster and coordinated the participation of federal agencies in ESF #14's Recovery Support Functions (RSFs). The RSFs were organized by sector, allowing federal agencies to work collaboratively and share information during this process with other agencies with a similar mission. This effort was helpful for understanding the depth and breadth of the disaster impacts however it required a single coordination point to be successful. This approach was similar to the Hurricane Ike Impact Report done with the inter-agency team working with the State of Texas. Without that central system for organizing and coordinating, each department would follow their own path, and that could result in a duplication of effort.

THE FEDERAL RESPONSE TO RECOVERY SHOULD BE LED BY A SENIOR LEVEL RECOVERY OFFICIAL –STATE OF TENNESSEE, STATE OF MISSISSIPPI

A senior level federal recovery leader is needed throughout the entire recovery process, from initial assessments to long after the disaster response is complete to manage the overall federal effort. In order to maintain focus and direction throughout the recovery phase a single coordination point is required. Following the spring floods in Tennessee in 2010, a senior level FCO served in this role during this initial phase of recovery. However, senior level recovery leadership is needed throughout the entire recovery process, long after the disaster response is complete. Organizing for recovery at the federal level has met with challenges in authorities and responsibilities. In Mississippi four years after Hurricane Katrina, the Governor's Office filled the vacuum of a senior federal recovery leader and spearheaded federal interagency coordination for recovery projects involving multiple agencies. This step was taken due to the difficulties experienced in



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moving forward projects funded by multiple agencies with varying requirements and timelines. Federal assistance has become more effective due to this project-level coordination.

The experiences of the states/tribes and communities detailed above provide solid examples of how recovery support can catalyze and supplement existing resources and knowledge. Continued efforts to strengthen preparedness planning, coordinate resources post-event, and empower communities will maximize the time and resources of those providing recovery support and enable communities to implement long term recovery plans successfully.

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PART III: GUIDANCE FOR THE FUTURE

The newly released National Disaster Recovery Framework (NDRF) is an opportunity to implement an integrated recovery system that builds on the lessons learned through ESF #14 LTCR community recovery efforts. By drawing on these experiences, and the national doctrine established in the NDRF, all levels of government can develop strategies and partnerships to more effectively organize and coordinate recovery support to restore, redevelop and revitalize communities impacted by disasters.

This section contains the actions and strategies that ESF #14 LTCR, through its experiences, has found to be most critical to fully realizing the NDRF's potential and bolstering the nation's ability to rebound from complex disasters.

1. Build capacity of all recovery partners including government, private and nonprofit sectors to successfully implement recovery concepts identified in the NDRF

All stakeholders and partners must have the ability, knowledge and skills to implement recovery. Without capacity, the window of opportunity may be missed due to inability to use resources in a timely and appropriate manner – this can be addressed through training, exercises, planning in advance for recovery and establishing systems at all levels. Actions include:

- Create stronger partnerships and clarify roles with and between federal, state and local governments in the disaster recovery process to enable more effective management and support to communities.
- Ensure resources and expectations are developed for enhancement of recovery capacities at the local level so that resources are balanced to support ALL facets of a well planned and managed recovery.
- Enhance local government capacity to operate all the functions necessary to begin and manage recovery, as well as concurrently begin recovery planning, including development of

mutual aid resources and processes to support the range of recovery capacities needed.

- Assist states to develop programs to provide capacity assistance to overwhelmed local governments for recovery management and recovery planning.
- Encourage information sharing and collaboration between communities with prior disaster recovery experience and those in the process of recovery to capitalize on lessons and experiences of other jurisdictions and provide for peer-to-peer mentoring.
- Ensure federal capacity and ability is built before the disasters to be able to jointly problem-solve with states and communities after disaster on recovery strategies and collaboratively address program limitations in recovery.
- Develop federal partners' capabilities to interact in a collaborative, hands-on way with states and local governments during recovery planning and in development of complex recovery and implementation projects.

2. Prepare for recovery by developing pre-disaster plans and guidance.

Developing plans and strategies for recovery prior to a disaster provides an opportunity for stakeholders to identify their roles and responsibilities and the establishment of key processes to guide post disaster recovery. This results in a more fully prepared and resilient community that can more quickly and effectively address the challenges of recovery.

Actions include:

- Ensure that states and local governments have pre-disaster plans in place to structure and define how recovery coordination, decision making, prioritization and planning will occur after a disaster.
- Build capability across functional areas within states and local governments to ensure that recovery planning is fully integrated into other

significant planning that can benefit recovery, including housing, economic development, land-use, comprehensive, and hazard mitigation planning.

- Integrate hazard mitigation principles into all community planning and land use guidance and strategies.

3. Encourage and support local ownership, leadership and management of the recovery process

Recovery must be owned at the local level for it to be successful . Effort must be made to build the ability for ownership and leadership in communities that may lack this or have compromised capacity as a result of the disaster. Local involvement and leadership provides continuity, encourages trust in the process and further encourages participation and investment in recovery for all stakeholders. Actions include:

- Support ongoing capacity building through development of tools and resources that assist communities prepare for any future disaster events and establish dedicated recovery management capabilities at the local level.
- Encourage development of recovery leadership and decision-making bodies at all levels with the ability and authority to convene decision makers and other leaders.
- Work with local leaders to foster community participation and collaboration in establishing priorities and a vision for recovery to ensure vested interest in a successful outcome and shared responsibility for decision making throughout the process.
- Foster open communication and transparency to manage public expectations and encourage participation in recovery activities. Working together towards a common set of goals can accelerate the process.



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4. Foster and strengthen connectivity between all stakeholders to more effectively leverage recovery resources

Federal, state and local-level recovery assistance processes must be better integrated to increase the speed, efficiency, and ability to provide support to communities most in need. Developing a system that allows everyone to bring their knowledge and resources together, including residents, business owners, nonprofit organizations, local leader, the state and federal, provides a forum for leveraging resources and expediting recovery. Actions include:

- Encourage states to more fully prepare for disaster recovery by developing an organizational structure for disaster recovery, inclusive of all state agencies, that can effectively coordinate and facilitate recovery planning and capacity support for local community leadership, identify and resolve gaps, conflicts and inefficiencies among agency policy and funding processes.
- Develop adequate mechanisms to support states, tribes and local governments in building networks for coordination and collaboration and technical assistance.
- Ensure adequate forums, through RSFs, to allow for the wide variety of non-governmental and private sector recovery partners to participate in recovery operations, issue and resource coordination
- Ensure consistent participation of federal government personnel to support recovery efforts and manage expectations of state/tribes and local communities.



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