



COASTAL RESILIENCE CENTER

A U.S. Department of Homeland Security Center of Excellence

The Role of States in Disaster Recovery

Video Training Guide

Department of Homeland Security's Coastal Resilience Center of Excellence
University of North Carolina at Chapel Hill



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Since the award of this contract, the Coastal Hazards Center has ended. The University of North Carolina at Chapel Hill has been awarded a five-year grant funded by the Department of Homeland Security, Science and Technology Directorate to lead the Coastal Resilience Center of Excellence. For more information on the CRC and a copy of the Role of the State in Recovery video, see <http://coastalresiliencecenter.unc.edu/crc-projects/the-role-of-states-in-disaster-recovery>.

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Overview

For decades, the study and practice of disaster recovery remained less well-understood than preparedness, response, and hazard mitigation activities (Smith and Wenger 2006; Rubin 2009). Following Hurricane Katrina, a significant effort has been made by researchers to study the phenomena while the federal government created the National Disaster Recovery Framework in order to fulfill the intent of a Congressionally-mandated national disaster recovery strategy.

The role that state agencies and governors play in disaster recovery remains even less well-understood (Smith 2011; Sandler and Smith 2013). This lack of knowledge is present in both research and practice, resulting in a limited understanding of state roles in recovery and reactive policy-making following disasters. One way to better understand this process, and improve disaster recovery outcomes, is to seek insights from state officials who have experienced major disasters, including lessons that can be shared with their peers. This guide is intended to help inform the use of a video to achieve these aims.

Defining Disaster Recovery

Disaster recovery can be defined as the “differential process of restoring, rebuilding, and reshaping the physical, social, economic, and natural environment through pre-event planning and post-event actions” (Smith and Wenger 2006, p. 237). This definition addresses several key themes that will be discussed throughout this guide:

- 1) Disaster recovery occurs at differing rates for differing segments of society based on several pre-event conditions, including differential access to information and resources, previous levels of disaster experience, differing levels of disaster recovery preparedness, and varied access to political power and influence.
- 2) Recovery is more than the reconstruction of the buildings and infrastructure – it also entails the reconstitution of social networks, the modification of existing organizations or the creation of new ones, the reestablishment of the economy, and the repair or preservation of the natural environment.
- 3) Recovery involves an important temporal element tied to tasks undertaken both before and after a disaster occurs, including planning and policymaking.

State Roles in Disaster Recovery

States assume several important roles in disaster recovery in both pre- and post-disaster timeframes. According to the Federal Emergency Management Agency (FEMA)'s *Pre-Disaster Recovery Planning Guidance for States*, which focuses on disaster recovery, important roles include:

- Establishing clear leadership roles, including the Governor’s office, for more decisive and early leadership.
- Improving public confidence in states leadership through early, ongoing and consistent communication of short- and long-term priorities.
- Avoiding often-difficult, ad-hoc process of post-event discovery of new roles, resources and roadblocks.
- Gaining support from whole-community partnerships necessary to support individuals, businesses and communities.
- Improving stakeholder and survivor involvement after the event through a definition of outreach resources and two-way communication methods the state will employ.
- Maximizing federal, private sector and non-governmental dollars through early and more defined state funding priorities and post event-planning activity.
- Creating more rapid and effective access to federal resources through better understanding of funding resources and requirements ahead of time.
- Enabling state leadership to bring to bear all state capability, and more easily identify gaps, through a coordination structure and defined roles.
- Creating better leverage and applying limited state and non-governmental resources when there is no federal disaster declaration.
- Maximizing opportunities to build resilience and risk reduction into all aspects of rebuilding.
- Speeding identification of local recovery needs and resources and ultimately reducing costs and disruption that result from chaotic, ad-hoc or inefficient allocation of resources.
- Improving capability of local governments through pre-identification of when and how the state offers support for local government post-event planning, capacity needs, recovery management and technical assistance.
- Proactively confronting recovery and redevelopment policy choices in a pre-event environment.
- Improving the ability to interface with the federal Recovery Support Function structure.

Purpose of Training Guide and Video

This guide and accompanying video highlight the roles played by state agency officials, leaders of state recovery organizations, and governors in disaster recovery following extreme events.¹

The guide and video are intended to:

- 1) Supplement existing and emerging guidance provided by FEMA, professional associations, and universities.

¹ The video can be retrieved at <http://coastalresiliencecenter.org>.

- 2) Enhance our understanding of disaster recovery among practitioners, university faculty, and students.
- 3) Enhance state capacity and commitment to address recovery issues and challenges.
- 4) Foster innovative thinking among state officials.
- 5) Improve recovery outcomes.
- 6) Enhance disaster resilience at the community level.

Participants in the video represent the States of North Carolina and Mississippi following Hurricanes Floyd (1999) and Katrina (2005), the two worst disasters in each state's respective history.² The purpose of the video is to share the lessons of these two states with others.

The video is designed to supplement Federal Emergency Management Agency courses, including *E209: State Recovery Planning and Coordination*, and *Advanced Disaster Recovery Strategies for Local Communities* (developed for FEMA by the National Disaster Preparedness Training Center). The video may also be used as part of educational efforts delivered by professional associations (e.g., National Emergency Management Association, National Governor's Association) and incorporated into university courses, degree programs, and certificates.³

It is important for state officials and governors to gain a greater understanding of the complexities of disaster recovery as well as their role in tackling technical, administrative, and political challenges. The video strives to accomplish this objective by relying on a set of interview questions that are undergirded by the academic literature and the insights derived from practitioners who have experienced disaster recovery policymaking, planning, and operations.

Another aim of the guide is to help states develop an enhanced level of capacity and commitment to address disaster recovery issues. This is achieved by drawing on the knowledge and experience of states to include how they met targeted goals. Examples include addressing local needs, coordinating the timing of assistance, improving the integration of hazard mitigation into recovery, and fostering greater inter-organizational coordination.

One way to improve recovery outcomes and enhance resilience at the local level is to explore and emulate innovative state activities. The guide includes a number of roles and associated actions, some of which are unique to the states discussed in this document. Two examples include the creation of new state recovery programs in the State of North Carolina and the creation of temporary housing alternatives in the State of Mississippi. These examples are

² See Appendix B for a list of those interviewed in the video, including their titles and roles in recovery.

³ The video has been incorporated into the University of North Carolina at Chapel Hill's Graduate Certificate in Natural Hazards Resilience. For more information see <http://planning.unc.edu/nhrpc>.

found in the “Procuring Federal and State Funding” and “Providing Housing Assistance” sections of the video.

Key elements of resilience include the creation and maintenance of an organizational capacity that is able to rebound from a shock in a timely, yet thoughtful manner. In most circumstances, this includes returning to a “new normal” that is less vulnerable and more adaptable to future events. Drawing on lessons from past experiences and acting on that information to change behavior and adapt to new conditions is also critically important (Beatley 2009). This guide is intended to help enhance resilience by building and sustaining state-level capacity and commitment to include transferring disaster recovery lessons from those who have experienced a major disaster to those state officials who may face a disaster in the future.⁴ These lessons are intended to help states think through how they can more proactively undertake actions that assist communities become more disaster-resilient.

Target Audiences

The intended users of this guide are state officials, including governors; federal officials involved in disaster recovery practice and training; professional associations; and university faculty and students. This guide may also be used by others as it is important for the larger network of organizations involved in the recovery process to be aware of the critical roles that states play. For instance, states often serve as a “linchpin” between federal agencies and their associated programs and local governments, many of whom are overwhelmed following disasters as they try to make sense of the array of policies and funding sources. States often help translate the programmatic intent of funding and other assistance strategies and build local capacity through training initiatives.

Many states and their governors have limited experience with disasters and associated recovery challenges. Even in the case of experienced states, the degree to which they document and share these lessons with new state employees and incoming governors - or institutionalize these lessons in plans and policies - varies significantly and often fails to span administrations. As states develop, exercise, and implement state recovery plans over time, it is crucial to draw lessons from those states that have experienced major disasters and incorporate these lessons into their plans, policies, and operations before and after disasters.

The FEMA’s Community Planning and Capacity Building Section assists states and local governments to enhance their capacity to recover from disasters, and this guide is designed to assist FEMA in this effort. A more detailed description of how this video can be integrated with federal training materials is discussed later in this document.

⁴ The report, *State Disaster Recovery Guide*, provides a more extensive discussion of the connection between disaster resilience and state-level disaster recovery planning (see Smith and Sandler 2012). The State Disaster Recovery Guide is available at <http://coastalresiliencecenter.org>.

In addition to FEMA, there are several professional associations that play an important role in improving disaster recovery processes. These include the American Planning Association's Hazard Mitigation and Disaster Recovery Planning Division and the Natural Hazards Planning Center⁵; National Emergency Management Association (NEMA); National Governor's Association (NGA); International Association of Emergency Managers (IAEM); and Association of State Floodplain Managers (ASFPM). Each of these organizations may use this training video at workshops, annual conferences, and other venues.

The guide is also intended to supplement course curricula in the rapidly growing number of degree and certificate programs addressing natural hazards and disasters. Many of these programs place less emphasis on disaster recovery when compared to the study of preparedness, hazard mitigation, and response (Smith 2011). Of those degree and certificate programs that do address disaster recovery, many tend to focus on the roles of federal and local stakeholders, with a limited discussion of the role that states play. This guide and associated video is intended to help begin to address these shortfalls. For more information on these organizations, see "Integrating Themes with other Venues, Including Professional Associations, Training Centers, and University Degree Programs and Certificates" on page 15.

How to Use this Guide

The use of this guide is predicated on a basic understanding of disaster recovery and the role states play in this process. The definitions and roles described earlier in this document provide a general overview and help frame the more specific lessons derived from the video and associated themes. If a more detailed understanding of the role of states in recovery is desired, a set of resources are listed in Appendix A.

Overview of Training Video and Associated Themes

The video is framed by key concepts including the role that states play in linking available resources and local needs, the timing of assistance, and inter-organizational relationships. These concepts are connected to a set of practical lessons for states.

In each of the themes a set of learning objectives are identified. Learning objectives are defined as key lessons that participants should take away from the video as described within each theme. Each of the objectives and concepts are further clarified by a set of discussion questions and knowledge checks. This approach is intended to stimulate reflection and discussion in a classroom or training setting.

⁵ See *Planning for Post-Disaster Recovery: Next Generation*, published by the American Planning Association. This report provides guidance across a range of topics including the importance of pre-event planning, a discussion of the planning process, developing long-term goals and policies, the challenges of plan implementation, and a description of how planning can lead to greater resilience (Schwab 2014).

Limitations of this Guide

While disaster recovery requires a strong commitment to harnessing the resources of a large network of players, the video focuses on the roles that states play in this process. FEMA refers to the collection of stakeholders as the whole community concept. For more information on the whole of community, see *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action* (FEMA 2011). For more information on the stakeholders involved in disaster recovery, see *Planning for Post-Disaster Recovery: A Review of the United States Disaster Assistance Framework* (Smith 2011).

Training Introduction and Themes

Next, we discuss the introduction of the video followed by the training themes. For each theme we provide a summary, a set of learning objectives, and a series of questions to assess learning and elicit a dialogue among participants. Knowledge checks are intended to assess where your state or organization stands in terms of identified learning objectives. This approach also allows for educators to use this information to guide class lectures and group discussion.

General Introduction

The video begins by describing the intent of the video, outlining the themes to be discussed, and providing introductory statements made by Governors Barbour and Hunt.

Themes

Each of the themes represent discrete sections as noted below, to include the time in which it appears in the video. This allows the viewer or instructor to tailor the viewing of material that may be of interest or to use as part of their own training or educational course materials and discussion.

- | | |
|---|-------------|
| • Addressing Short-Term Recovery Issues | Time: 2:05 |
| • Procuring Federal and State Funding | Time: 7:30 |
| • Establishing a State Recovery Committee | Time: 11:50 |
| • Providing Housing Assistance | Time: 15:50 |
| • Incorporating Hazard Mitigation into Recovery | Time: 19:22 |
| • Coordinating the Timing of Assistance | Time: 22:28 |
| • Planning for Recovery | Time: 27:02 |
| • Leading Disaster Recovery Efforts | Time: 29:28 |

Addressing Short-Term Recovery Issues

Summary:

This theme focuses on some of the actions taken by states in the immediate aftermath of a disaster (many of the actions discussed in this theme and others are ideally developed before a disaster occurs). Actions described include: 1) developing state policies to help coordinate volunteers and donations, including Volunteer Organizations in Disasters (VOAD), creating a Governor's Relief Fund and associated hotline to accept financial donations and create grants for non-profit relief organizations to help with recovery; 2) coordinating the actions of the state's legislative and executive leadership, including members of the minority party; 3) transitioning from response to short-term recovery; 4) documenting losses and identifying local needs unmet by federal programs; and 5) seeking state appropriations to address unmet needs to include the role of the governor in this process.

Learning objectives:

- Coordinating volunteer donations, including working with the state VOAD.
- Working collaboratively with state legislative and executive branches.
- Documenting losses and local needs.
- Procuring state-level disaster recovery appropriations.

Discussion questions/knowledge check:

- Does your state have in place the procedures and organizational capacity to coordinate with the state VOAD effectively?
- Does your state have in place procedures to coordinate financial donations, such as a Governor's Relief Fund and associated hotline to include adequate staffing and a process to distribute the funds?
- Does your governor coordinate with your state legislature, including relevant committees regarding disaster recovery policies and funding initiatives?
- Does your state have in place procedures to transition from response to short-term recovery?
- Does your state have in place the means to document disaster losses and local needs, compare them to available sources of federal assistance (both Stafford Act and supplemental appropriations), and develop state-level policies and programs to address the gap in assistance?
- Does your state have in place procedures to seek supplemental Congressional appropriations that may require political, administrative, and technical skills?
- Is your governor prepared to seek state appropriations to address identified gaps in federal assistance?
- Have state recovery programs been developed in anticipation of future unmet needs?

Procuring Federal and State Funding

Summary:

This theme addresses the approach taken by states to seek federal and state-level assistance. Specific actions include: 1) building back better (e.g., reduced hazard risk, enhanced resilience) than what was in place before the disaster and to obtain supplemental types of funding to achieve this aim; 2) engaging with FEMA, Congress, the White House, and members of the state legislature to seek federal assistance; 3) identifying post-disaster assistance through the Stafford Act, determining identified shortfalls, and developing a supplemental Congressional request for additional assistance; 4) coordinating the timing of requests for assistance with the President's proposed plan for post-disaster relief; 5) developing a funding proposal that identifies needs and how the funds are to be used; and 6) developing a state appropriation proposal, which may include drawing from state reserves and state agency budgets or increasing taxes.

Learning objectives:

- Procuring federal funding, including money to inject hazard mitigation into disaster recovery.
- Engaging FEMA, Congress, and the White House as part of a larger procurement strategy.
- Identifying shortfalls and the funds to address them, including developing a supplemental appropriation request.
- Developing state programs that are linked to identified needs.

Discussion questions/knowledge check:

- Does your state have a specific strategy in place to use post-disaster programs and associated funding to rebuild damaged communities better than what they were before the disaster? This may include reducing future losses, addressing equity, improving economic opportunities, and repairing or restoring damaged environmental systems.
- Does your governor have a strategy to engage FEMA, other federal agencies, members of Congress (particularly members of relevant appropriations committees), White House staff, and the President?
- Does your governor have a strategy to collaborate with members of your state legislature, including members of both parties? This may include describing losses effectively and clearly articulating a strategy to address unmet needs.
- Does your governor have in place a strategy to solicit state reserves, draw from state agency budgets, or obtain funding from other revenue generating sources as a means to fund state disaster recovery initiatives and programs? Are these programs codified in law?

Establishing a State Recovery Committee

Summary:

This theme addresses setting up a state recovery committee and its associated roles and responsibilities. Specific actions discussed include: 1) developing a state organization that complements existing federal and state emergency management systems; 2) identifying unmet needs in partnership with those at the local level; 3) exposing people to different ideas that may be pursued; 4) advising the governor and cabinet on long-term recovery policy issues; 5) conducting training, education, and outreach efforts (capacity-building), recognizing that information (e.g., estimated losses, grant eligibility) is subject to change over time; 6) managing and coordinating federal and state assistance; 7) serving as local advocates; 8) fostering a vision of the future; and 9) engendering hope and confidence.

Learning objectives:

- Developing a state recovery organization.
- Identifying unmet local needs.
- Engaging in capacity-building efforts.
- Managing and coordinating federal and state assistance.
- Fostering a vision of the future.
- Engendering hope and confidence.

Discussion questions/knowledge check:

- Does your state have in place an organization (e.g., committee/commission) or agency tasked with the oversight of long-term disaster recovery activities? Does it have as one of its responsibilities identifying unmet local needs? How about local capacity-building through education, outreach and training efforts?
- Are the duties of your state recovery committee clearly defined, including before and after disasters? How often do they meet? Are these activities codified in law? Does your state have adequate support staff, to include state employees with designated recovery duties, on-call contractors, and a reservist cadre (often retired former state or local employees). Does your state have the capacity to rapidly increase staffing post-disaster, drawing on the examples just mentioned?
- Do you have in place a clear state-level vision for recovery? How does this vision complement federal programs and support local plans and programs? Are you prepared to modify your state vision for recovery following a disaster based on unique post-disaster circumstances?
- How does your governor and state agency leaders plan to engender hope and confidence following a disaster as a way to facilitate recovery at the local level?

Providing Housing Assistance

Summary:

This theme addresses the central role that housing plays in many facets of disaster recovery. Specific actions discussed include: 1) creating state programs to complement federal housing assistance; 2) conducting post-disaster housing assessments; 3) addressing the political importance of actively addressing housing issues; 4) considering alternative housing options beyond those traditionally provided by FEMA.

Note: The Mississippi Alternative Housing Program described in this video represents a pilot program that has not been used in subsequent disasters. The program was funded through a Congressional appropriation following Hurricane Katrina. The intent of documenting this process is to show an example of an innovative idea championed by the state, including procuring the funds to construct and deploy the units as well as describing why the state sought to develop improved temporary housing alternatives.

Learning objectives:

- Assessing local housing needs.
- Creating state housing recovery programs based on needs.
- Discussing the political importance of addressing identified housing issues.
- Developing housing alternatives.

Discussion questions/knowledge check:

- Do your state officials and governor recognize the importance of proactively addressing housing issues and the political implications of failing to do so? Do you have an explicit strategy to address unexpected housing issues that may emerge post-disaster, to include those issues that may or may not be covered by federal programs (see below)?
- Does your state have in place a housing strategy to include the development of state-level programs to address federal shortfalls in post-disaster emergency, temporary, long-term, and permanent housing?
- Does your state have in place the means to conduct post-disaster housing assessments and based on that assessment implement federal and state housing programs?

Incorporating Hazard Mitigation into Recovery

Summary:

This theme addresses hazard mitigation as part of the larger disaster management cycle, to include ways that hazard mitigation can be injected into post-disaster recovery efforts. Specific actions discussed include: 1) taking advantage of the opportunity to incorporate hazard

mitigation into recovery; 2) leading hazard mitigation efforts to include state-level hazard mitigation activities and building local capacity.⁶

Learning objectives:

- Incorporating hazard mitigation into disaster recovery.
- Maximizing the use of federal post-disaster mitigation programs.
- Assessing how existing state programs and policies could be used to help reduce future losses. This may require modifying these programs to achieve this aim.
- Developing new state programs and policies to help reduce future losses, to include how these programs can be sustained over time/codified in state law.

Discussion questions/knowledge check:

- Does your state use your state hazard mitigation plan to inform how to incorporate hazard mitigation into the post-disaster recovery and reconstruction process?
- Does your state have in place state hazard mitigation programs? Do they complement federal mitigation efforts? Examples may include state-level grants and policies as well as outreach efforts to encourage the adoption of more rigorous risk reduction policies and the implementation of targeted hazard mitigation projects at the local level.

Coordinating the Timing of Assistance

Summary:

This theme addresses the role of the state in coordinating the timing of disaster recovery assistance. Specific actions discussed include: 1) recognizing the speed with which federal disaster recovery programs are implemented; 2) striking a balance between rapid disaster recovery assistance and the time needed to create state-level programs post-disaster, to include how state programs will be delivered; 3) speeding up the delivery of post-disaster hazard mitigation funding; and 4) developing post-disaster reconstruction guidance and standards based on the latest understanding of hazard risk (recognizing that this may slow recovery while achieving important benefits such as reducing future losses and enhancing resilience).

Learning objectives:

- Balancing the delivery of federal and other types of disaster assistance with the time required to develop state programs.
- Coordinating the timing of assistance across multiple programs and organizations, including federal and state agencies.

⁶ See the Role of the State in Building Local Capacity and Commitment for Hazard Mitigation Planning (Smith, Lyles and Berke 2013).

Discussion questions/knowledge check:

- Does your state have procedures in place that coordinate the timing of assistance across federal and state programs as well as other resource providers?
- Does your state have in place ways to speed up the delivery of hazard mitigation programs post-disaster? If so, what are they? Are they effective?
- Does your state have in place plans to amend codes and standards that are exposed as outdated (e.g., do not reflect an accurate estimation of risk) or do not reflect the latest use of technological advances (e.g., analytical tools and mapping techniques) and new data? Do you have the political support in place needed to adopt more rigorous regulations? In many cases, it is the combined result of technical and administrative capacity, defensible data, and political support that enables a state to implement changes post-disaster.

Planning for Recovery

Summary:

This theme focuses on the role of planning for disaster recovery before and after a disaster. Specific actions discussed include: 1) building the state's institutional infrastructure to address long-term recovery issues; 2) developing the state's legal authority to act, to include implementing state recovery programs; 3) creating the structure that will be used in the aftermath of a disaster to include identifying the personnel assigned to the organization, the timeframes in which varied programs will be implemented, and the means by which the organization will be activated and directed after disasters; 4) recognizing and addressing the negative effects of failing to plan for recovery as well as the beneficial effects of planning to include harnessing the varied resources maintained by various stakeholders; and 5) developing a recovery plan in coordination with others, funding the process and programs to ensure its implementation, and exercising the plan over time.

Learning objectives:

- Building the state's disaster recovery infrastructure.
- Developing a recovery plan.
- Ensuring state-level legal mechanisms are in place to implement policies and programs.
- Recognizing the benefits of planning for recovery.

Discussion questions/knowledge check:

- Does your state have in place the institutional infrastructure needed to manage the complexities of disaster recovery?
- Does your state have an adequate number of trained personnel that are able to implement the policies and programs found in your state recovery plan?

- Does your state have in place a robust recovery plan, developed by a broad set of relevant stakeholders that is regularly exercised?
- Does your state have the legal standing/authority to implement state recovery policies and programs?

Leading Disaster Recovery Efforts

Summary:

This theme emphasizes the role of leadership, particularly that provided by governors. Specific actions discussed include: 1) putting someone in charge at the state level; 2) engaging in the process at the local level, understanding local needs, conveying these needs to state and federal officials, and telling them what should be done; 3) making decisions and taking action; 4) creating a recovery commission, providing adequate funding and leadership, and holding people accountable; 5) leading people that don't report to them; and 6) taking advantage of the unique opportunity a disaster presents to help their constituents.

Learning objectives:

- Identifying those that should be in charge of state-level recovery efforts.
- Taking an active role in recovery to include addressing local needs not met by federal programs (e.g., seeking congressional and legislative appropriations, creating a governor's fund).
- Creating a recovery commission, including the necessary preconditions required for it to succeed (e.g., funding, leadership, accountability).
- Ensuring the governor is aware of how disasters provide an opportunity to assist their constituents and recognizing the political implications of failing to do so.

Discussion questions/knowledge check:

- Does your state have clear guidance describing leadership roles in recovery, including those of the governor, the head of your state recovery commission, and other key state agencies?
- Is your governor prepared to take an informed and active role in recovery? How has your governor been made aware of their responsibilities and authorities? What are some of the actions your governor is prepared to undertake?
- Is there a clear and coordinated decision-making process in place that your governor leads? How would you describe this process?
- What strategies does your governor use to lead those that do not report to them?

Training Wrap up

At this point, the instructor should allow students to explore issues that were not addressed in the general question and answer sessions and associated knowledge checks. Following a general discussion, the instructor should consider the interrelationships across themes.

Integrative questions might include:

- What are the roles of your state recovery organization regarding the procurement of federal and state funding? How are the roles of the recovery committee coordinated with the governor's office?
- How do the activities in the early phases of recovery (e.g., damage assessments, identification of local needs) inform ways to incorporate hazard mitigation into recovery?
- What role does your state recovery committee play in the development and implementation of your state recovery plan?
- How would you describe your states housing recovery strategy? What roles does your committee and governor play in this process?
- How does gubernatorial leadership influence each of the themes described in the video?

Integrating Themes with Federal Training Materials

The themes discussed in the accompanying video are designed to supplement the following federal guidance and courses: 1) *E209 State Recovery Planning and Coordination*, and 2) National Disaster Preparedness Training Center's *Advanced Disaster Recovery Strategies for Local Communities* Course. Additional opportunities for integration are discussed in the next section of this guide.

FEMA's E209 Course, *State Recovery Planning and Coordination*

This four-day course, typically held at the Emergency Management Institute in Emmitsburg, Maryland, provides participants with information that will support States in pre- and post-disaster recovery planning, management and coordination. It also provides a peer-to-peer learning opportunity.

Key course objectives include:

- Describing the process of pre-disaster recovery planning.
- Discussing critical stakeholders and partners in recovery planning.
- Articulating to state agencies and organizations their role in recovery planning and implementation.
- Describing considerations in selecting a State Disaster Recovery Coordinator and developing a state Recovery Support Function (RSF) structure.

- Describing how states can support local recovery planning pre- and post-disaster.
- Developing an approach to engage and maintain recovery partnership relationships.
- Explaining how to identify, coordinate, and manage recovery resources.
- Developing or refining a state recovery plan.⁷

While many of the “Role of States in Disaster Recovery” video themes span multiple units in E209, some areas in which the themes (noted in parentheses below) could be integrated into the State Recovery Planning and Coordination course include:

- Day 1, Unit 2: Leadership (Leading Disaster Recovery Efforts, Establishing a State Recovery Committee);
- Day 2, Unit 3: Involving Stakeholders and Building Partnerships (Planning for Recovery, Addressing Short-Term Recovery Issues, Incorporating Hazard Mitigation into Recovery); and
- Day 3: Resources (Procuring Federal and State Funding, Coordinating the Timing of Assistance, Providing Housing Assistance).

The course and the dates it will be delivered at the Emergency Management Institute can be found in the course catalogue at <https://training.fema.gov/emicourses/schedules.aspx>.

National Disaster Preparedness Training Center Course, *Advanced Disaster Recovery Strategies for Local Communities*

The National Disaster Preparedness Training Center, located at the University of Hawaii at Manoa, develops and deploys training courses for the Federal Emergency Management Agency. One of the courses, *Advanced Disaster Recovery Strategies for Local Communities*, includes the use of videos at the discretion of the instructor. Examples of course modules where the video themes may be most appropriate include:

- Module 2: Introduction to Disaster Recovery Planning
- Module 3: Partners in Disaster Recovery

For more information on the National Disaster Preparedness Training Program, including course delivery schedules, see <https://ndptc.hawaii.edu>.

Integrating Themes with other Venues, Including Professional Associations, Training Centers, and University Degree Programs and Certificates

The video is designed to be used by professional associations and the growing number of university degree and certificate programs across the United States. The following organizations represent examples of associations, centers, and university degree programs that

⁷ Course objectives were drawn from the Emergency Management Institute’s E-0209 *State Recovery Planning and Coordination* course announcement dated May 12, 2016.

appear poised to use the video as part of their existing training programs. By no means is this an exclusive list and other venues are encouraged to use the video.

The National Governors Association (NGA) is a bipartisan organization comprised of the nation's governors whose intent is to represent their interests, improve state government, and develop innovative solutions to public policy issues. One of the ways in which this is accomplished is through the NGA's Center for Best Practices, in which targeted information is provided to governors and their staff. The NGA Center for Best Practices Homeland Security & Public Safety Division provides information, research, policy analysis, technical assistance, and resource development for governors and their staff about emerging policy trends across a range of homeland security and public safety issues. For more information, see <http://www.nga.org/cms/center/hcps>.

The American Planning Association approved the Hazard Mitigation and Disaster Recovery Planning Division (HMDR) in 2015 to inform land use planners about their role in reducing future hazards losses through hazard mitigation planning and provide them with the information needed to develop and implement state and local disaster recovery plans. For more information see <https://www.planning.org/divisions/hazardmitigation>. The American Planning Association's Natural Hazards Planning Center advances practices that promote resilience by reducing the impact of natural hazards on communities and regions. The center is closely aligned with HMDR and frequently engages in joint educational initiatives. For more information see <https://www.planning.org/nationalcenters/hazards>.

The Emergency Management Institute provides training to U.S. officials in emergency management to enhance their ability to prepare for, respond to, mitigate against, and recover from emergencies and disasters (see <https://training.fema.gov/emi.aspx>). EMI also maintains the Higher Education Program, which manages the annual Higher Education Symposium and list of university and college degree, certificate, and minors associated with the study of natural hazards and disasters (see <https://training.fema.gov/hiedu>).

The National Emergency Management Association, (NEMA) represents state emergency management directors and their agencies. This association provides a natural venue to use the video to assist in the training of state emergency management agencies tasked with the development of state disaster recovery plans and the administration of pre- and post-disaster programs. For more information on the National Emergency Management Association, see <https://www.nemaweb.org>. For more information about NEMA's Response and Recovery Committee, see <https://www.nemaweb.org/index.php/response-and-recovery-committee>.

The International Association of Emergency Managers (IAEM), comprised of more than 9,000 members worldwide, is focused on advancing the profession of emergency management to include representing those whose mission is to protect lives and property from the effects of emergencies and disasters. For more information on IAEM, see <http://www.iaem.com>.

The Naval Postgraduate School (NPS) includes a focus on the training of emergency management professionals. The NPS hosts the Executive Education Seminars, focused on providing training for high ranking government officials. Target audiences at the state level includes Governor's and cabinet-level executives. For more information on the Executive Education Seminar program, see <http://www.chds.us/?met>.

Conclusion

This guide informs the use of a video that focuses on the role of states in disaster recovery, including governors. Key themes include: 1) addressing short-term recovery issues, 2) procuring federal and state funding, 3) establishing a state recovery committee, 4) providing housing assistance, 5) incorporating hazard mitigation into recovery, 6) coordinating the timing of assistance, 7) planning for recovery, and 8) leading disaster recovery efforts. Learning objectives and module-specific questions/knowledge checks assist those who use the guide as part of a training or educational effort. By drawing on the experience of governors and state agency officials, the peer-to-peer exchange of this information can help states become better prepared to address the complexities of disaster recovery and assist in the education of others, including the next generation of natural hazards scholars and practitioners.

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Appendix A: Resources

The following references include journal articles, government reports, and policy documents focused on state roles in recovery, some of which are duplicative of those cited in the above reference section of this report. The limited amount of information is indicative of the need to invest more time and effort in the creation of training materials while conducting additional research in this area.

Journal Articles, Book Chapters and Reports

- Sandler, Dylan and Gavin Smith. 2013. Assessing the Quality of State Disaster Recovery Plans: Implications for Policy and Practice. *Journal of Emergency Management*. 11(4):281-291.
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- Smith, Gavin, Dylan Sandler and Mikey Goralnik. 2013. Assessing State Policy Linking Disaster Recovery, Smart Growth and Resilience in Vermont Following Tropical Storm Irene. *Vermont Journal of Environmental Law*. 15, 67-102, <http://vjel.vermontlaw.edu/files/2013/11/Smith.pdf>.

Federal Guidance Materials

Federal Emergency Management Agency. *Long Term Community Recovery Planning Process: A Self-Help Guide*. December 2005. Accessed at:
<http://www.fema.gov/media-library-data/20130726-1538-20490-8825/selfhelp.pdf>

Federal Emergency Management Agency. December 2011. A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action. FDOC 104-008-1. Accessed at http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf

Federal Emergency Management Agency. *Pre-Disaster Planning Guidance for States, Tribes and Territories*. 2015. Capacity Building Branch, National Disaster Recovery Planning Division.

Federal Emergency Management Agency. *Pre-Disaster Recovery Planning Guidance for States (draft)*. April 2016. Capacity Building Branch, National Disaster Recovery Planning Division.

Federal Emergency Management Agency. IS-2900, National Disaster Recovery Framework (NDRF) Overview. The materials can be found at:
<http://training.fema.gov/is/searchis.aspx?search=2900>

Appendix B: Interview Subjects and Associated Roles

The following is a brief summary of those interviewed in the states of North Carolina and Mississippi, including their titles and roles in disaster recovery.

North Carolina

James B. Hunt, Jr. – Governor of North Carolina. Gov. Hunt (D-NC) was in his third term when Hurricane Floyd struck in 1999. Three years earlier, Hurricane Fran struck the state, and was at the time the costliest disaster in the state’s history. Following Hurricane Floyd, Governor Hunt created the North Carolina Redevelopment Center and successfully lobbied the state legislature to draw \$836 million from the state’s rainy day fund and state agency budgets to create 22 state recovery programs designed to address unmet needs. Governor Hunt was also successful in procuring Congressional appropriations from Washington and lobbying for the modification of federal programs.

Billy Ray Hall – Director, North Carolina Redevelopment Center. Billy Ray led the North Carolina Redevelopment Center, which was tasked with the identification of local needs that were not being met by federal programs, the creation of state recovery programs, and the writing of the request for supplemental Congressional assistance.

Gavin Smith – Assistant Director, North Carolina Division of Emergency Management. Gavin led the North Carolina Division of Emergency Management’s Hazard Mitigation Section, advised Governor Hunt on recovery policy, and worked with Billy Ray Hall to develop state recovery programs, focusing on those that addressed hazard mitigation-related activities such as the State Acquisition and Relocation Fund and the State of North Carolina’s Floodplain Mapping Program. Key hazard mitigation initiatives included the acquisition and relocation of more than 5,000 homes and the creation of the state Hazard Mitigation Planning Initiative which required local governments to develop hazard mitigation plans in order to be eligible for Hurricane Floyd recovery assistance. This requirement informed similar national requirements as promulgated under the Disaster Mitigation Act of 2000.

Faye Stone – Executive Director, North Carolina Commission on Volunteerism and Community Service. Faye worked in the Governor’s Office following Hurricane Floyd where she led efforts to coordinate volunteers and donations. More specifically, she helped create the Governor’s Emergency Hotline and the Governor’s Hurricane Floyd Relief Fund, to include establishing the means by which funds and goods were dispersed.

Norma Houston – North Carolina Redevelopment Center; Senator Marc Basnight’s (Speaker of the State Senate) legal counsel. Norma worked with the North Carolina Redevelopment Center and members of the state legislature to draft NC Senate Bill 300, which codified many of the state disaster recovery programs created after Hurricane Floyd and established a three-tiered disaster declaration process that triggered differing levels of state recovery assistance based on the severity of the event and its associated damages.

Mississippi

Haley Barbour – Governor of Mississippi. Gov. Barbour (R-NC) established the Governor’s Commission on Recovery, Rebuilding and Renewal several weeks after Hurricane Katrina. The Commission hosted the Mississippi Renewal Forum, one of the largest design charrettes ever held, focusing on the creation of local design-based recovery plans. The Commission’s report, *After Katrina: Building Back Better than Ever*, provides an assemblage of policy recommendations that informed the state’s recovery efforts. Upon the completion of the commission’s report, the Governor created the Governor’s Office of Recovery and Renewal. The governor also led the development of the state’s request for supplemental Congressional assistance, including funds for the construction and management of the Mississippi Alternative Housing Program.

Mike Womack – Director, Mississippi Emergency Management Agency. In the aftermath of Hurricane Katrina, Mike was the Deputy Director of the Mississippi Emergency Management Agency. He was later promoted to serve as the state’s director. In this role he led state emergency management efforts, including the administration of Stafford Act programs. Mike worked closely with the Governor’s office, including the Governor’s Office of Recovery and Renewal, to include managing the Mississippi Alternative Housing Program.

Gavin Smith – Executive Director, Governor’s Office of Recovery and Renewal. In this role, Gavin led the Office of Recovery and Renewal, reporting to the Governor. Specific roles included identifying sources of funding beyond the Stafford Act, identifying ways to implement the commission’s recommendations, advising the Governor and his cabinet on recovery issues, and conducting education, training, and outreach activities intended to build local awareness and capacity. He also led the writing of the Mississippi Alternative Housing Proposal.

Ashley Edwards – Governor’s Office of Recovery and Renewal. Ashley worked as a member of the Office of Recovery and Renewal, ultimately becoming the Executive Director. In his initial role he helped to convey information to local officials regarding state and federal recovery policy, sought feedback from local officials, and helped to craft and implement state recovery policy.