

American Planning Association

Planning for Post-Disaster Recovery

Session 1

Moderator: Tim Gelston, FEMA Region 8

Speakers:

Kenneth C. Topping, FAICP, Topping Associates
International

J. Barry Hokanson, AICP, Consultant

Christine Butterfield, City of Cedar Rapids, IA

Welcome Points

- Part of Resilient Communities Track
- **Purpose**: Planning for long-term recovery from disasters is critical to community resilience, and the role of planners in shaping the lens of recovery is equally important. This session will introduce the key concepts and lessons documented in a new Planning Advisory Service (PAS) report, titled Planning for Post-Disaster Recovery: Next Generation, to be published later this year.

What makes these sessions different?

- Live Streaming via webcast to the Governor's South Atlantic Alliance, a network of four states (FL, GA, SC, NC) cooperating on coastal issues
 - Moderator will be taking questions from audience as well as online
- This is Part 1 of 2 sessions devoted to this topic. Not enough time in one session to devote to this topic area; strongly encourage participants to attend both sessions.

About This First Session

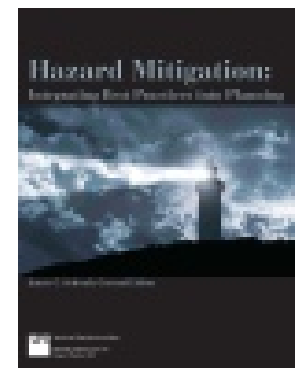
- Part 1 will describe the importance of recovery planning and the planner's role in shaping resilience.

Objectives:

- *Understand the community planner's role in shaping resilience through planning for recovery from natural hazards; and*
- *Describe the range of policies and programs that form recovery planning processes*

Background on FEMA/APA Partnership on Disaster Recovery

- Originated with 1993 agreement to produce PAS Report No. 483/484—*Planning for Post-Disaster Recovery and Reconstruction*—issued in 1998
- Subsequent efforts included:
 - Collaboration on training workshop, “Planning for a Disaster-Resistant Community” (2003)
 - PAS Report No. 560, *Hazard Mitigation: Integrating Best Practices into Planning* (2010)
 - Input on various other FEMA initiatives



Planning for Post-Disaster Recovery: Next Generation

- Launched in October 2010
- Aim to incorporate numerous new lessons since 1998
- Will result in forthcoming PAS Report to replace *Planning for Post-Disaster Recovery and Reconstruction*
- Includes robust web components to provide publicly accessible information prior to PAS Report
 - Web effort includes *Recovery News* blog at <http://blogs.planning.org/postdisaster/>



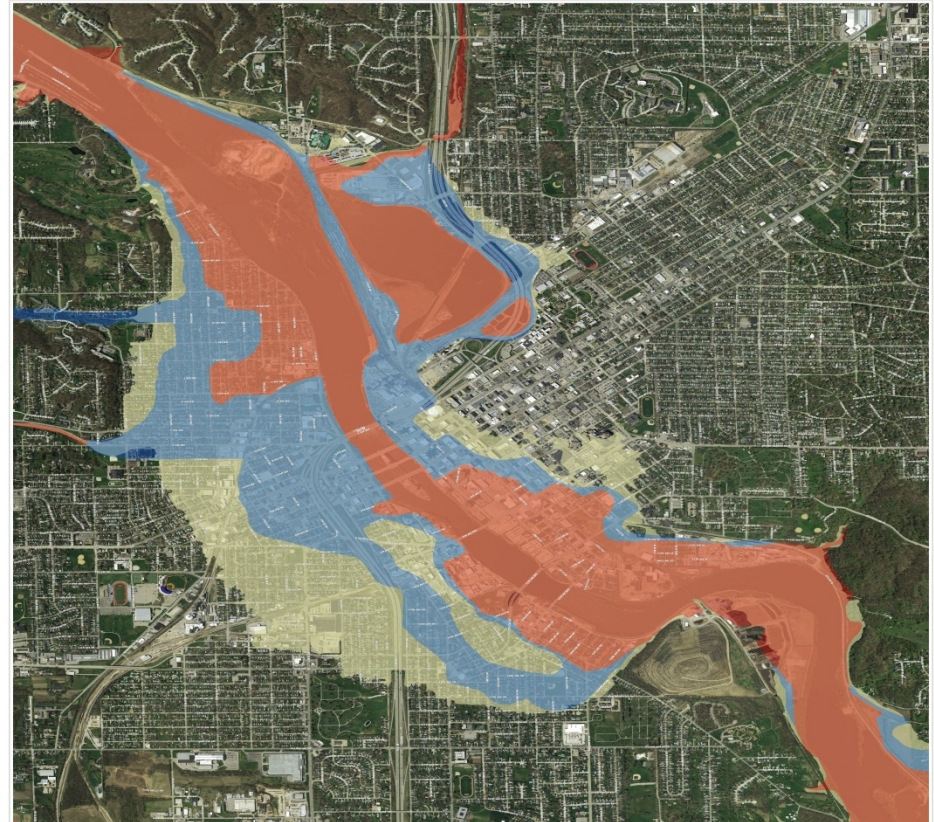
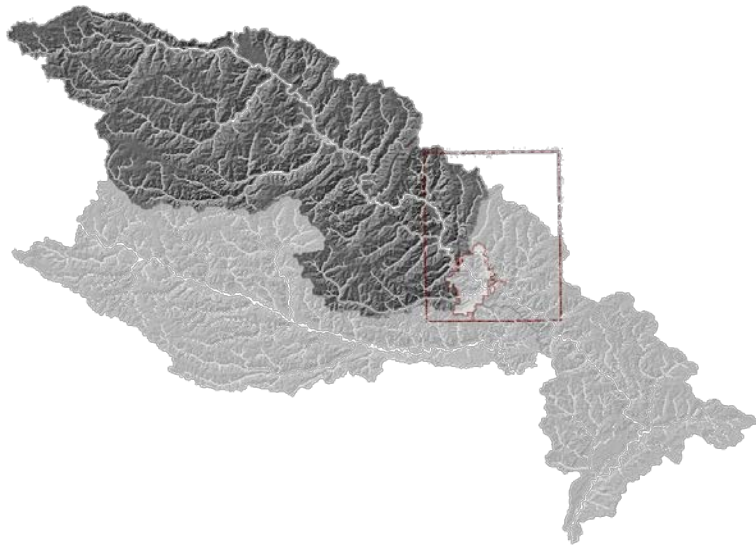
Cedar Rapids Experience



- 7,749 Parcels impacted
- ~18,000 Residents displaced
- 0 Flood related deaths
- 310 City facilities flooded
- 1,300 Flood damaged properties to be demolished
- 31.12 Feet crest
- 2 Mile wide river
- 10 sq. miles (14%) of the City impacted
- \$7 Billion dollar disaster



Cedar Rapids Experience



2008 Flood Inundation Area

- 100 Year floodplain
- 2008 flood
- 500 Year floodplain

Question #1:

- How are planners involved in post-disaster recovery?
Can you give some examples?

Ken Topping



- Disasters are increasing due to natural hazards, growth, poor planning, climate change
- Some communities more vulnerable; none are immune
- Planners are an essential part of disaster recovery
- Main challenge: determining how best to rebuild?

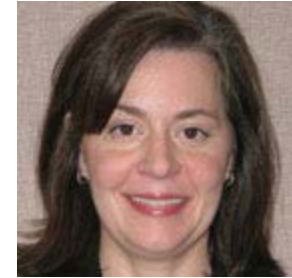


Source: USGS



Source: CA Geologic Survey

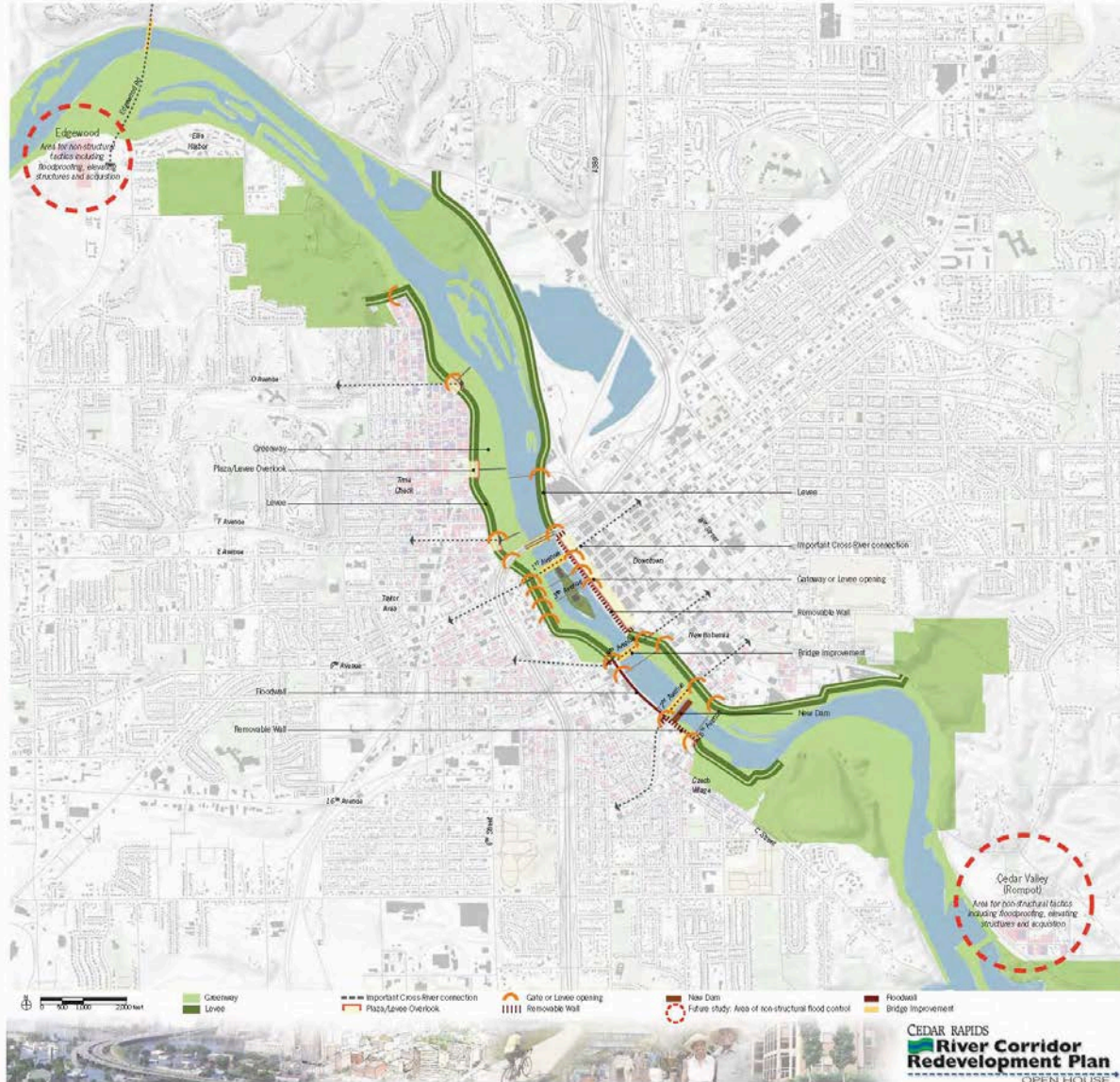
Christine Butterfield



- Community Development led the recovery: short term, mid term, and long term
- Move quickly - frame recovery outcomes
- Establish interdisciplinary working relationships with internal and external stakeholders: planning, hazard mitigation, housing assistance, business assistance
- Focus on becoming a more resilient Cedar Rapids - recover stronger and better than pre-disaster



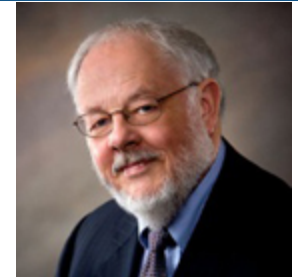
Flood Management Strategy



Question #2:

- Can institutions and local governments learn from their experiences in recovering from disasters? What are the most important lessons and issues they can derive from these experiences?

Barry Hokanson



Recovery policy has parallels to development policy

- The dynamics of a community are affected by change.
- The rapidity of change is greatest in disaster circumstances, measured in minutes or hours.
- Blight, employment decline, business stagnation, commercial revitalization, housing construction and green initiatives are slow processes over many years.
- The ingredients are the same, however. In some instances the disruption and destruction of a disaster unveils opportunities for reversing decline, taking advantage of a catalyst

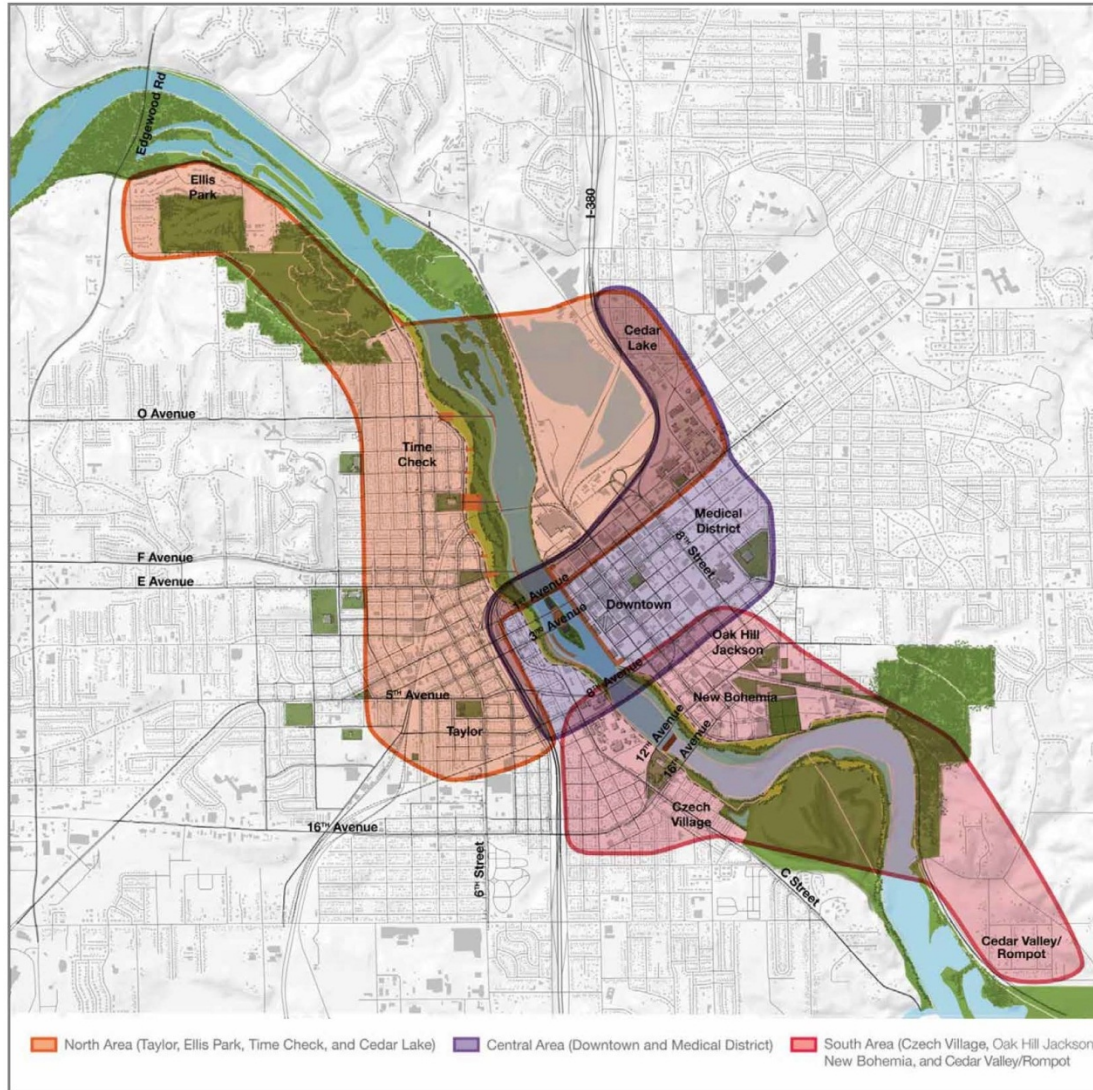
Instead of repeated damage and continual demands for federal disaster assistance, resilient communities proactively protect themselves against hazards, build self-sufficiency and become more sustainable. Resilience is the capacity to absorb severe shock and return to a desired state following a disaster. It involves technical, organizational, social and economic dimensions. . . It is fostered not only by government, but also by individual, organization and business actions. (Godschalk et al, 2009)



Christine Butterfield

- Develop working relationships with agencies: local, regional, state, and federal
- Communicate, communicate, communicate
- Provide mechanisms to ensure people have been heard
- Be opportunistic
- Take care of “your” people - psychological impact unknown
- Take responsibility for the work - don’t wait for federal aid or direction from another agency

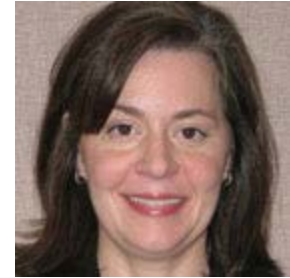




Question #3:

- What can planners do to help the community structure an approach to the problem and take hold of its own future?

Christine Butterfield



- Vision and strategic intent
- Opportunity and hope
- Adaptation and empathy
- Strong implementation and results
- Own your own recovery





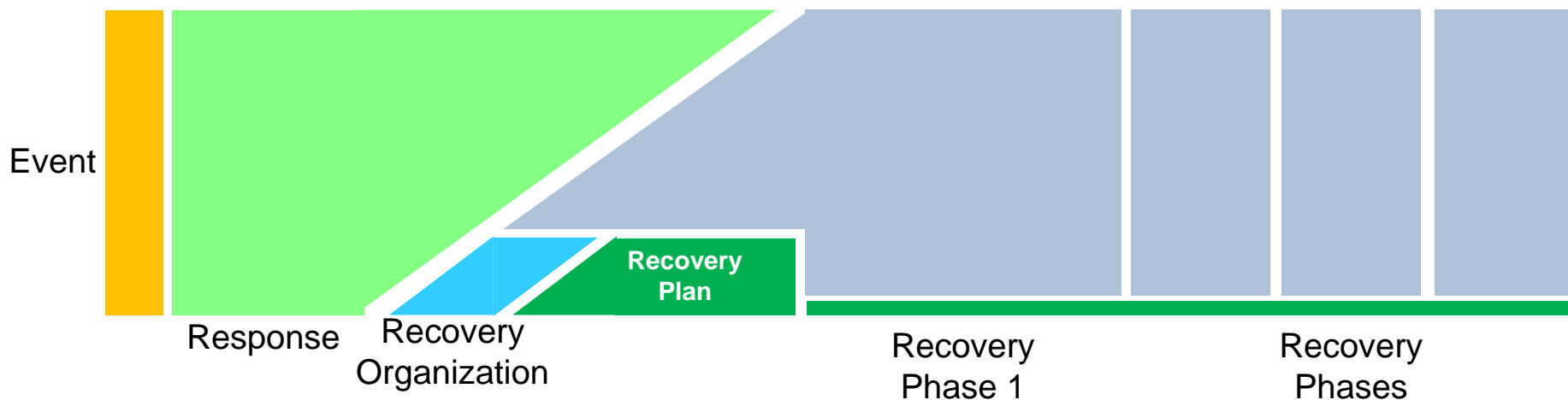
Ken Topping



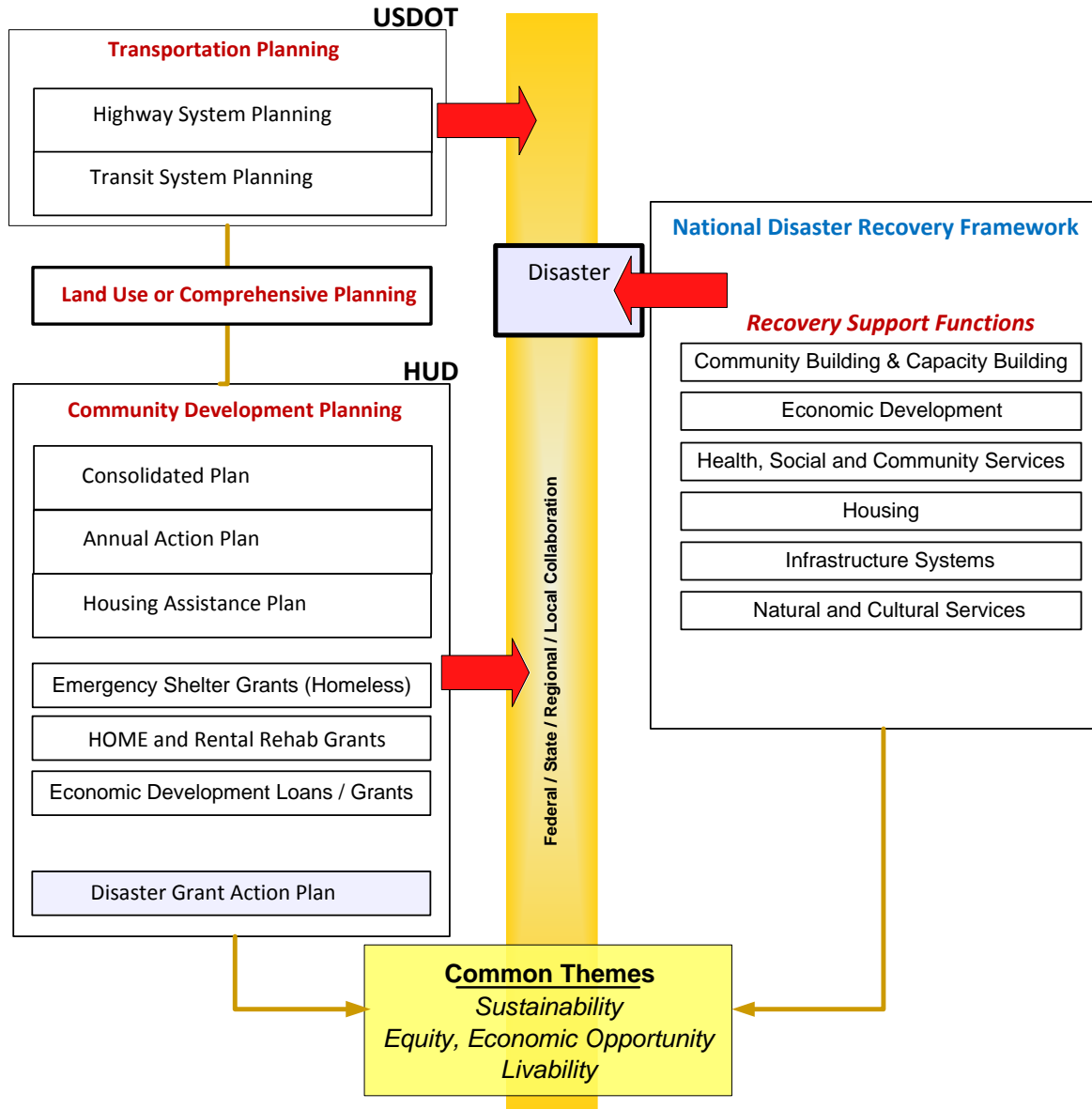
Promote adoption of a Local Recovery Ordinance

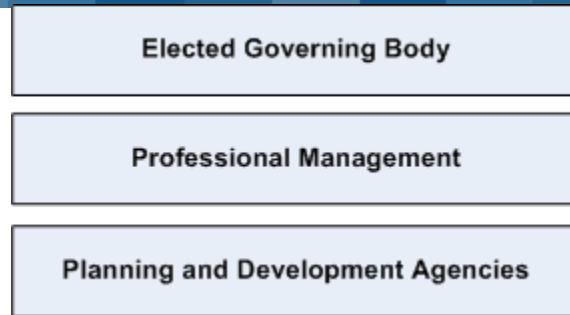
1. Creates legal authority for post-disaster interventions to modify future development
2. Authorizes recovery management organization
3. Directs preparation of recovery plans
4. Establishes temporary regulations covering extraordinary actions regarding private property
5. Identifies processes for communities to take cooperative action with state-federal entities, as well as involve citizen, business, and stakeholder groups in recovery planning

Barry Hokanson



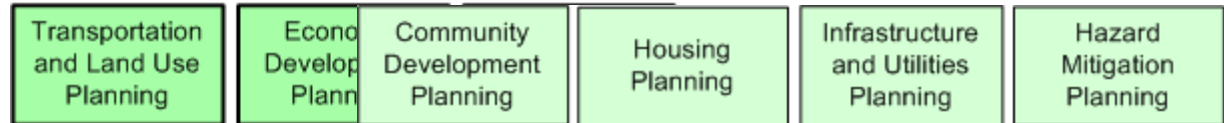
Common Themes Among Federal Programs Supporting Communities





Advisory Commissions and Committees

Disaster Recovery Planning Resources



Organizing Influence: Comprehensive Plan

Routine Operations

Project Design Review, Zoning, Subdivision	Economic Development Planning	Annual CDBG Action Plan	Section 8 Subsidized	Stormwater and Wastewater Management Permits	Floodplain Management Permits
5-Year Transportation Improvement Program	Business Improvement Districts Incubator Strategy	Agency Service Contracts	Rental Rehab	Drainage Projects	5-Year Updates to HM Plan
Annual Budget: Transit/Roads, Capital Projects	Commercial Revitalization SBDCs	CDC and Micro Enterprise Loan Applications	Public Housing	Watershed Protection Plans for Wetlands	Buyouts of At-Risk Properties
			Public Private Partnerships		Structural Resilience Grants
			Neighborhood Stabilization		

Question #4:

- Ken, can you give us more detail on how the ordinance would work?

Ken Topping



Challenge: No Time to Plan After a Disaster

- After a disaster, there are urgent demands to restore “normalcy” - victims needs are paramount
- Great pressure to replace development “as was” raising likelihood of future repetitive losses – it could happen again
- Planning is needed to make things safer and better
- Recovery Ordinance buys time, establishes authority to act



Source: Cal EMA

Ken Topping

Model Recovery Ordinance: (on APA website for comment through April)

1. Authority
2. Purposes
3. Definitions
- 4. Recovery Management Organization**
- 5. Recovery Plan**
6. Interim Recovery Strategy
- 7. Hazard Mitigation Program**
8. General Provisions
- 9. Temporary Regulations (to buy time) – e.g., moratorium**
10. One-Stop Service Center
- 11. Emergency Contractor Certification – based on Cedar Rapids**
12. Temporary and Permanent Housing
13. Demolition of Historic Buildings
14. Severability

Ken Topping

Authorizes Recovery Management Organization:

- Umbrella organization for recovery planning and action
- Not limited to emergency operations departments – includes others such as planning, building, engineering, public works, economic development, etc.
- Outlasts formal emergency period – lives into long-term reconstruction phase
- City manager (or mayor in big city) runs Recovery Management Organization on behalf of city council
- Strong staff emphasis in EOC; clear communications with city council on long-term recovery policy matters

Ken Topping

Authorizes Recovery Plan:

- Comprehensive short-/long-term recovery policies, strategies, actions
- Adoption/amendment by city council with noticed public hearing
- Coordination/consultation - identifies relationships with local, state, and federal entities; describes public process leading to adoption/amendment
- Implementation – Recovery Management Organization responsible for implementation
- Coordination with other plans – especially comp. plan
- Training - Recovery Management Organization conducts training annually or more often

Ken Topping

Authorizes Hazard Mitigation Program:

- Hazard Mitigation Program – pre-event program addressing natural hazards, risks, and vulnerability; proposes mitigation actions reducing future losses
- Flood Hazard Mitigation - ongoing floodplain mapping, land use adjustments, structure elevations, buy-outs, and insurance under National Flood Insurance Program
- Local Hazard Mitigation Plan under federal Disaster Mitigation Act – creates eligibility for mitigation grants
- Natural Hazard/Safety Element - Comp. Plan element including proposed goals, policies, and actions enhancing long-term safety against future disasters

Questions?

- If you are part of the live audience, please get in line for the microphone on the floor.
- If you are part of the GSAA virtual audience, submit your question electronically, and the moderator will read it from a screen at the podium.
- The moderator will alternate between both sources of questions as long as both are active.

For more information

Contact:

APA Hazards Planning Research Center

hazards@planning.org

<http://www.planning.org/nationalcenters/hazards/>

THANK YOU!