



Planning for Economic Recovery

MGT-468

Participant Guide

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Version 1



FEMA



NTED Branded Disclaimer



FEMA

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FEMA's National Training and Education Division (NTED) offers a full catalog of courses at no cost to help build critical skills that responders need to function effectively in mass consequence events. Course subjects range from Weapons of Mass Destruction (WMD) terrorism, cybersecurity, and agro-terrorism to citizen preparedness and public works. NTED courses include multiple delivery methods: instructor led (direct deliveries), train-the-trainers (indirect deliveries), customized (conferences and seminars), and web-based. Instructor led courses are offered in residence (i.e. at a training facility) or through mobile programs, in which courses are brought to state and local jurisdictions that request the training

International City/County Management Association (ICMA)

ICMA, established in 1913, is a 501©3 nonprofit educational organization with more than 12,000 members who serve as city, county, and town managers as well as other local government leadership positions. ICMA offers publications, online resources, workshops, and conference sessions on such topics as disaster recovery and resilience. The association leverages its network of state and national organizations to build capacity while sharing innovative practices, tools and methodologies. It is recognized for its expertise in:

- Ethical leadership and inclusive local government management
- Institutional strengthening and strategic planning
- Local economic development
- Professional development and capacity building
- Improved service delivery and transparent, efficient public financial management systems and policies.

International Economic Development Council (IEDC)

The International Economic Development Council (IEDC) is a non-profit membership organization serving economic developers. With more than 5,000 public and private members, IEDC is the largest organization of its kind. Economic developers promote economic well-being



and quality of life for their communities by creating, retaining and expanding jobs that facilitate growth, enhance wealth and provide a stable tax base. IEDC members are employed in a wide variety of settings including local, state, provincial and federal governments, public-private partnerships, chambers of commerce, universities and a variety of other institutions. IEDC's members create high-quality jobs, develop vibrant communities and improve the quality of life in their regions. www.iedconline.org.



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Planning For Economic Recovery

This course is designed to give participants the knowledge they need to strengthen their communities for economic resilience and recovery. It provides the background needed for leaders from local governments, regional, and economic development organizations to undertake the planning required for economic recovery and more resilient communities. Central topics are: (1) capacity building for economic resilience and recovery, (2) financing for economic recovery & investment in resilient infrastructure; and (3) pre-crisis planning that supports post-disaster economic recovery.

Icon Map



Knowledge Check: Used when it is time to assess the learners' understanding



Example: Used when there is a descriptive illustration to show or explain



Key Points: Used to convey essential learning concepts, discussions and introduction of supplemental material



Hint: Used to cover administrative items or instructional tips that aid in the flow of the instruction



Module 1: Capacity Building for Economic Resilience & Recovery- Administration Page

Duration

90 minutes

Scope Statement

Understanding the key elements of economic resilience planning

Terminal Learning Objectives (TLO)

Able to explain how the community can promote economic and business resilience through recovery plans

Enabling Learning Objectives (ELO)

- Describe the process to develop an economic resilience and recovery plan
- Identify what the community assesses in an economic resilience and recovery plan
- Name three essential components of an economic resilience and recovery plans

Resources

Lesson 1: Planning for Economic Recovery

1. [“Leadership in Times of Crisis: A Toolkit for Economic Recovery and Resiliency”](#) March, 2015
2. [Restore Your Economy](#): case studies, publications, reports, and webinars on disaster economic recovery. It also identifies sources for economic data to help with economic assessment
3. Some good starting data sites:
 - a. [American Factfinder](#) is a U.S. Census guide to census data
 - b. [StatsAmericia](#) has local and regional data and approaches to looking at that data
4. Full Case Study: East Central Iowa – [“Lessons from the Storm”](#) by NADO Research Foundation
5. CEDS Plan: <https://www.eda.gov/ceds/>
6. HMGP: <https://www.fema.gov/hazard-mitigation-grant-program>
7. [Planning for a Resilient Community Fact Sheet – FEMA](#)

Lesson 2: Promoting Business Resilience

1. [Insurance Institute for Business and Home Safety - OFB-EZ \(Open For Business-EZ\)](#)
 - a. Guides for mitigating potential disaster recovery costs
 - b. [Open for Business-EZ Toolkit](#) is a customizable Business Continuity Plan
2. [“Make Your Business Prepared,”](#), FEMA, colorful and informative one-page document
3. [Guidance for a tiered system for business reentry](#)
4. [Guide to Preparing Small Businesses for Disaster Preparedness](#), IEDC
5. [Federal Reserve Banks of Dallas, New York, Richmond, and San Francisco’s Small Business Credit Survey Report](#)



Instructor to Participant Ratio

1:35

Reference List

Module 1: Lesson 1: Planning for Economic Recovery

- [“Leadership in Times of Crisis: A Toolkit for Economic Recovery and Resiliency”](#) March, 2015
- [Restore Your Economy](#): case studies, publications, reports, and webinars on disaster economic recovery. It also identifies sources for economic data to help with economic assessment
- Some good starting data sites:
 - [American Factfinder](#) is a U.S. Census guide to census data
 - [StatsAmerica](#) has local and regional data and approaches to looking at that data
- Full Case Study: East Central Iowa – [“Lessons from the Storm”](#) by NADO Research Foundation
- CEDS Plan: <https://www.eda.gov/ceds/>
- HMGP: <https://www.fema.gov/hazard-mitigation-grant-program>
- [Planning for a Resilient Community Fact Sheet – FEMA](#)

Module 1: Lesson 2: Promoting Business Resilience

- [Insurance Institute for Business and Home Safety - OFB-EZ \(Open For Business-EZ\)](#)
 - Guides for mitigating potential disaster recovery costs
 - [Open for Business-EZ Toolkit](#) is a customizable Business Continuity Plan
- [“Make Your Business Prepared.”](#), FEMA, colorful and informative one page document
- [Guidance for a tiered system for business reentry](#)
- [Guide to Preparing Small Businesses for Disaster Preparedness](#), IEDC
- [Federal Reserve Banks of Dallas, New York, Richmond, and San Francisco’s Small Business Credit Survey Report](#)

Practical Exercise Statement

Participants will list elements of their community’s economic ecosystem, its strengths, vulnerabilities, workforce challenges, and priorities for investment to improve economic resiliency.



Module 1, Lesson 1: Developing an Economic Recovery Plan

Planning for Economic Recovery



Placeholder – Instructor Slide. To include ICMA and IEDC logos with by-line. Instructor names and titles. Date and location of course

Slide 1.

Planning for Economic Recovery



Planning for Economic Recovery

Module 1: Building Capacity for Economic Recovery

Lesson 1: Developing an Economic Recovery Plan

Lesson 2: Promoting Business Resilience

Module 2: Financing for Economic Recovery &
Investment in Resilient Infrastructure

Lesson 1: The Stages and Processes of Recovery

Lesson 2: Creative Financing for Economic Recovery

Module 3: Pre-crisis Planning that Supports Post-disaster
Recovery

Slide 2.



Module 1 Learning Objectives

- Describe the process to develop an economic resilience and recovery plan
- Identify what the community assesses in an economic resilience and recovery plan
- Name three essential components of an economic resilience and recovery plan

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Slide 3.



Module 1: Building Capacity for Economic Recovery & Resilience

LESSON 1: DEVELOPING AN ECONOMIC RECOVERY PLAN

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Slide 4.



Why plan for economic recovery and resilience?

- Develop relationships and teams for recovery
- Understand the vulnerabilities in your economy
- Take the opportunity to mitigate risk
- Increase the speed of recovery from economic disruptions

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Slide 5.

Notes: How would you rank the importance of these four economic recovery and resilience priorities for your community?

1. Developing relationships with key stakeholders.
2. Assessing my community's economic vulnerabilities
3. Gaining consensus on resilience and mitigation investments
4. Identifying ways to speed recovery after economic disruption

For our presentation today, when we talk about resilience, we'll use a FEMA definition: "Resilience is the capacity of individual, communities, businesses, institutions, and governments to adapt to changing conditions and to prepare for, withstand, and rapidly recover from disruptions to everyday life, such as hazard events." Source: [FEMA Planning for Resilient Community Fact Sheet](#)



Planning for Economic Recovery



Determine a lead organization

The lead organization should be an effective liaison between all parties and able to:

- Coordinate wide-ranging support
- Align resources
- Facilitate interaction
- Provide coordination to the economic sector during recovery



Slide 6.

Notes: The lead organization can be the local municipality, an economic development organization, a council of governments, the chamber of commerce, or another business organization that is a recognized authority on economic development matters by both public and private sectors.



Planning for Economic Recovery



Identify stakeholders and hold kickoff meeting

- Organize stakeholders into different groups
- Assign responsibilities
- Ensure group understands planning goals and decision-making process
- Evaluate pre-existing planning



Slide 7.

Planning for Economic Recovery



Evaluate how a disaster could affect the local economy

Inventory current assets and economic drivers to define local dynamics and possible recovery resources

- Strong industries and clusters
- Key employers and their location
- Workforce characteristics
- Buildings and infrastructure of economic importance
- Local policy framework

Slide 8.



»» Assets Affected by Disaster



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Slide 9.



Evaluate how a disaster could affect the local economy (cont.)



- SWOT Analysis
 - Identify the most vulnerable businesses, demographic groups, and geographic areas
 - Identify risk factors for economic recovery
 - Map Economic Asset Inventory against analysis from hazard mitigation and land-use plans
- Scenario planning
 - Look at plausible futures

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Slide 10.



Incorporate Resilience Planning

- Study resilience best practices for key industries already in your region
- Identify the skill sets of your diverse workforce
- Develop certification programs to train workers for a changing economy
- Recruit new businesses that maximize your labor skills and regional assets

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Slide 11.



Diversification Is a Resilience Asset

- Identify which industries are growing and declining
- Target industries that match your community's strengths
- Work with others to leverage all your regional assets to attract potential new industries
- Create an ecosystem of support for entrepreneurs

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Slide 12.



Develop Action Strategies



- Determine both pre- and post-disaster actions and responsibilities
- Align strategies with resources, responsible agencies and suggested timelines
 - Keep in mind vulnerable businesses and workers by demographic, geographies and resources.
- Develop an implementation timeline

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Develop a Communication Plan

- Have a lead organization
- Develop contact lists
 - Local businesses
 - Local governments
 - Regional agencies
 - Recovery organizations
 - Other key stakeholders
- Identify a location where businesses can access information



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Slide 14.

Notes: Communication challenges are among the primary issues that local governments, businesses and economic planning organizations face during the economic recovery period. Physical disruptions to the telecommunications network and a high degree of uncertainty about future conditions are major causes of false rumors and misinformation.



Public, Non-Profit, and Private Funding Sources

- Identify a non-profit organization that can accept donations and give small grants
- Explore potential federal, state, and local funding
- Learn how other communities have packaged funding from multiple sources
- Know what matching funds are required and ways to meet that requirement

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Slide 15.



Integrate and Update

- A disaster recovery plan should include economic recovery
- Link to other planning efforts and reconcile inconsistencies
- Formally adopt the recovery plan to increase awareness and ensure implementation
- Update annually

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Slide 16.



Planning for Economic Recovery 

What Are Your Local Economy's Strengths and Vulnerabilities?



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Notes: Consider your community's economic ecosystem: its strengths, vulnerabilities, workplace challenges, and priorities for investment. What are the key industries and businesses? How do you currently support businesses? What might some of your vulnerabilities be in the event of a disaster?

You may discuss such strengths and vulnerabilities as your workforce and how well diversified your local economy is. For example, you might assess that your workforce is well educated and could adapt to a new line of work if your primary employer were to relocate. Or you might be concerned about a lack of investment in infrastructure to address natural hazards. Another potential issue could be around your community's demographic challenges if you have a high level of poverty or a large elderly population.

You will have about 10 minutes to discuss these issues with your small group.

Picture sources: [Trade & Industry Development Tennessee Department of Economic and Community Development](#)



»» Lessons from East Central Iowa

- In 2008, the Cedar River flooded in a 1 in 500 year event
- Active engagement of the public as well as multiple public and private partners
- Cedar Rapids developed an infrastructure investment plan and a flood control system



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Notes: In 2008, the Cedar River flooded in a 1 in 500-year event. Cresting at 30', the river level exceeded the previous record by 11'. The adjacent City of Cedar Rapids experienced extreme flooding, as did the region. Eighty-five of the states' 99 counties were declared disaster areas.

The East Central Iowa Council of Governments (ECICOG) took on financing for business recovery. They obtained a \$300,000 grant from the US Economic Development Administration to fund two disaster recovery coordinators, and then secured \$1.5 million to establish a Revolving Loan Fund (RLF).

To make the city more resilient, the City of Cedar Rapids bought and demolished 1400 flood prone homes, required new buildings to be built above the flood plain, raised all sewers, built a levee around the sewage treatment plant, and moved the central library and firehouse to higher ground. Businesses that had been destroyed in the flood plain agreed to relocate. The steps taken since 2008 enabled the city to withstand its second-worst flood event in 2016 with little property damage.



»» ECICOG Recovery Measures Improve Community Resilience

- East Central Iowa Council of Governments established a Revolving Loan Fund
- Developed a database of businesses and communities affected by the disaster
- Created a database of programs available for post-disaster assistance
- Partnered with others to address ongoing mitigation and business continuing planning

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»»Lessons from Myrtle Beach, SC

- Communications
 - “Open for Business”
- Housing for workforce, displaced residents, and emergency personnel
 - Myrtle Beach Area Chamber of Commerce, Horry County, Coastal Samaritans, Local Salvation Army
- Waccamaw Community Foundation
 - Provides a vehicle for a “stand-by” local Disaster Relief Fund



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Notes: As of the spring of 2015, only two hurricanes had hit Myrtle Beach, SC, population 29,175 in over 100 years. Yet, as a coastal community, they decided to prepare.

In the fall of 2015, Hurricane Joaquin blew into Myrtle Beach, dropping 20” of rain between October 1st and 4th. Hurricane Joaquin was only the first of three hurricanes to hit Horry County in the next four years, followed by Hurricane Matthew in 2016 by Hurricane Matthew and Hurricane Florence in 2018.

Myrtle Beach, SC is a premier tourism destination. The Myrtle Beach Area Chamber of Commerce emphasizes how important it has been to communicate that they were open for business following the disaster.



🔑 Module 1, Lesson 1 Key Lessons

- Develop an economic recovery plan prior to a disaster
- Engage key stakeholders in developing the plan
- Essential elements include:
 - A SWOT analysis and list of existing assets
 - Communications plan
 - Resilience strategies including economic diversification
 - Funding resources
- Integrate into existing plans
- Review and update annually

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Notes: Once a plan is developed, do not put it up on a shelf and forget about it. Make sure the plan is integrated into other community plans and reviewed once a year.



Module 1, Lesson 2: Promoting Business Resilience

Planning for Economic Recovery



Module 1: Building Capacity for Economic Recovery & Resilience

LESSON 2: PROMOTING BUSINESS RESILIENCE

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Engaging Small Businesses in Preparedness



- Why you should actively support small business preparedness
- How to support them
 - Business continuity planning
 - Business re-entry after the disaster
 - Establishing a business recovery center
 - Establish a business recovery fund

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Slide 23.



The Scary Statistics



- 60% of small businesses are not prepared with a plan
- Of those businesses without a plan, 43% won't reopen in the event after a crisis
- 75% will fail within 3 years

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Resource: [FEMA Business Infographic](#)



Planning for Economic Recovery 

Hispanic-Owned Businesses Report the Greatest Losses

Federal Reserve Report: 2016 and 2017 Disasters

SHARE OF FIRMS REPORTING LOSSES FROM A NATURAL DISASTER BY RACE AND ETHNICITY OF OWNER(S)^{1,2}
(% of firms in affected zip codes)

Race and Ethnicity (n)	Natural disaster-related losses	No reported losses
White (n=1,415)	40%	60%
Black or African American (n=294)	55%	45%
Asian (n=91)	27%	73%
Hispanic (n=224)	54%	46%

Source: Federal Reserve Banks of Dallas, New York, Richmond, and San Francisco

Losses are highest in zip codes with:

- higher share of Hispanic and African Americans,
- lower mean income than national overall, and
- Individuals who are foreign born or speak another language than English at home.

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Notes: Here are more sobering statistics from the Federal Reserve Banks of Dallas, New York, Richmond, and San Francisco’s Small Business Credit Survey Report on Disaster-Affected Firms. The report focuses on losses by zip codes for natural disasters that occurred during 2016 and 2017 in the United States. As you can see, Hispanic-owned businesses experienced the highest losses. Losses were also greater in zip codes where the mean income was lower than the national income.

Additional findings in the report included:

- More than half of leisure & hospitality firms (52%) and 47% of retail firms in affected areas reported natural disaster-related losses, the highest shares of all industries
- Only 17% of affected firms had business disruption insurance at the time of the disaster.

[Federal Reserve Bank of New York 2017 Small Business Credit Survey](#)



Why Businesses Fail

- Insufficient financial resources
- Lack of knowledge
- Underestimate the impact of an incident
- Cannot imagine that a disaster would happen to them
- Failure to plan

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Business Continuity Planning

- Covers how to deal with interruptions in supply chains, production capacity, cash flows
- Develops alternatives for protecting operations, assets, and personnel
- Improves businesses' ability to respond and recover from interruptions

See [Ready.gov](https://www.ready.gov) for business continuity planning suite for businesses and the Insurance Institute of Home and Business Safety's Open for Business EZ

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Slide 27.

Notes: Business continuity planning covers how to deal with interruptions in supply chains, production capacity, cash flows. The business will develop alternatives for protecting its operations, assets, and personnel.

A Business Continuity Plan improves a business's ability to respond and recover from interruptions. How will this business stay in business after a disaster?

Reference:

Ready.gov offers a business continuity planning suite for businesses. Another resource is the Insurance Institute of Home and Business Safety's Open for Business EZ.

Resources:

[Ready.gov Business Continuity Planning Suite](https://www.ready.gov)

[Insurance Institute for Home and Business Safety's Open for Business EZ](https://www.iihs.com)



»» Charleston, SC: Support for Business Continuity

- Created a Business Continuity Planning Council to encourage small businesses to make business continuity plans.
- Used chamber's network to bring in teams of local experts to speak



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Education Activities You Can Organize

- Involve businesses in economic recovery planning
- Host workshops and trainings on business continuity
- Remind businesses to update their plans during regular contacts, such as yearly fire inspections or business license renewals
- Hold events to encourage yearly updating of business continuity plans
- Provide material and resources online
- Provide blank electronic and paper business continuity templates

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Business Re-entry

Business owners not being allowed re-entry soon after disaster can do further economic damage

- After Hurricane Ike, Galveston, TX business owners were not allowed re-entry for 12 days
- Salty flood waters destroyed facilities and inventory



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Notes: Business re-entry plans are one way the community can prepare to support businesses after a disaster. After a disaster, business owners may be restricted from returning to their property depending on the nature and scale of the incident. In the process, these businesses may lose their inventory (if perishable), employees, and their customer base.



Plan for a Re-entry System

- Best practice: tiered community re-entry system
- Purpose is to have a plan for safe, orderly return of business and community members and to facilitate a timely response to the disaster



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Notes: Plan for a re-entry system for business and community members. A tiered system of reentry is a best practice. The system facilitates priority businesses gaining early access to their facilities. It essentially works as a credentialing program as ID cards or passes are issued for individuals and businesses. The reentry system facilitates timely reentry of critical businesses to assist in the community's recovery effort. The lack of a recovery reentry plan hampers the local economic recovery engine at a time when the community needs this engine to be available.



»» Jefferson Parish, LA

- Developed a codified re-entry plan with local economic development organizations
- JumpStart Jefferson: A Re-entry Application Process
- Online system for registering and to apply for re-entry status prior to any type of evacuation



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Slide 32.



Business Recovery Centers: One Stop Shop



1. Gather resources for financial and technical assistance
2. Build staff and volunteer capacity for business recovery
3. Select centrally-located physical space -- separate from emergency management center

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Business Recovery Centers (cont.)



4. Set up a hotline
5. Market the services through both traditional and grassroots methods
6. Provide hands-on assistance
7. Plan for the long term
 - Establishing a physical space may be critical in the first few months
 - Shifting to electronic or mobile options can be effective later



Case Management



- Identify potential case managers
- Send these staff to business locations after a disaster
- Their role may be as simple as helping fill out forms
- They can follow through with each business until recovery plan is completed

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Notes: Case management is a focused effort, often led by a chamber of commerce or small business organization. Case managers offer business counseling to those most impacted by the disaster, assisting with such efforts as completing loan applications, retrieving vital records, and redesigning business plans.



Consider a Mobile Assistance Unit



- Excellent for locations where businesses are spread out, or for a regional organization
- Supports business owners who may be preoccupied with short-term recovery efforts
- Use the same resources as a physical location
- Can be as simple as pop-up tents

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Establish a Business Recovery Fund

- Local recovery funds have the advantage of immediate availability
- They may include a mix of low or even no-interest loans and potential grant funds
- Types of Business Recovery Funds
 - Bank consortiums
 - 501(c)(3) organizations
 - Revolving loan funds

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Notes: Florida and Louisiana are among the states that have established emergency bridge loan programs for post-disaster recovery.



🔑 Module 1, Lesson 2 Key Lessons

- Small businesses are at great risk of failure following a disaster.
- Help them and strengthen your community's resilience
 - Promote business continuity planning
 - Prepare a business re-entry system
 - Plan for online and physical one-stop business recovery centers
 - Identify potential case managers for business assistance
 - Make business recovery funds available locally
 - Build relationships!

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Module 2: Financing for Economic Recovery & Investment in Resilient Infrastructure - Administration Page

Duration

90 minutes

Scope Statement

Understanding the process, financing options, and resources for economic recovery.

Terminal Learning Objectives (TLO)

Able to describe financing programs and resources that a community may use for economic recovery.

Enabling Learning Objectives (ELO)

- Describe the financial obstacles facing small businesses in the aftermath of a disaster
- Describe three types of financing tools that communities have used for business sector recovery.

Resources

Lesson 1: Understanding the Stages and Process For Economic Recovery

- [Planning for Post-Disaster Recovery: Next Generation](#) – APA
 - [Long Term community Recovery Planning Process: A Self Help Guide](#) - FEMA
 - [Post-Disaster Recovery Planning resources](#) – FEMA
 - [Resources for Funding and Technical Assistance in Recovery Planning and Management](#) – FEMA
 - [Community Resilience Planning Guide for Buildings and Infrastructure](#) – NIST
 - [Smart Growth Changes for Climate Adaption and Resilience](#)- EPA
 - [Hazard Mitigation Planning Resources](#) – FEMA
 - [Before, During, and After a Crisis, ICMA, April 2019](#) - ICMA
1. [6 Perspectives on How Communities Can Recover After a Disaster](#) – ICMA
 2. [Local Disaster Recovery Manager Basic Description](#) - FEMA
 3. [Planning for Recovery Management](#) – American Planning Association
 4. [Resilient Counties Initiative](#) - NACo
 5. [Colorado Local Recovery Guide](#) – Short, Mid and Long Term Recovery Processes
 6. [Disaster Recovery Ordinance](#) – American Planning Association
 7. [Local Disaster Recovery Staffing Guide](#) – Logistics Management Institute
 8. [Project Management Methodology for Post-Disaster Recovery](#) – Project Management Institute
 9. [Capacity Building Support Catalog](#) – Training list compiled by FEMA
 10. [Measuring Success in Recovery](#) – American Planning Association
 11. [The Recovery Resources Book: Grand Forks Flood Disaster Recovery Lessons Learned](#) – Grand Forks, ND
 12. [Top Ten Procurement Mistakes Leading to Audits](#) – FEMA



13. [Procurement Disaster Assistance Team and Toolkit](#) - FEMA
14. [Disaster Recovery Cost Documentation](#) - Government Finance Officers Association
15. [Economic Recovery Support Function Field Operation Manual](#)
16. [Substance Abuse and Mental Health Services Administration](#)

Lesson 2: Creative Financing and Resources to Support Economic Recovery

- [Case Studies in Public-Private Partnerships](#) – IEDC
- [Revolving Loan Funds for Disaster Recovery](#)– IEDC
- [Business Financing after a Disaster](#)– IEDC
- [Establishing a Small Business Emergency Loan Fund](#), a webinar - IEDC
- [The EDA and Disaster Recovery](#) - EDA
- [FEMA's Federal Insurance & Mitigation Administration](#) – FEMA -funding for mitigation projects

Instructor to Participant Ratio

1:35

Reference List

- [“Leadership in Times of Crisis: A Toolkit for Economic Recovery and Resiliency” March, 2015](#) – IEDC and EDA, March 2015
- [“Before, During, and After a Crisis.”](#) ICMA, April 2019

Practical Exercise Statement



Module 2, Lesson 1: Understanding the stages & process for economic recovery

Planning for Economic Recovery



Module 2: Financing for Economic Recovery & Investment
Lesson 1

UNDERSTANDING THE STAGES AND PROCESS FOR ECONOMIC RECOVERY

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Module 2 Learning Objectives

Describe financing programs and resources communities may use for economic recovery

- Describe the financial obstacles facing small businesses in the aftermath of a disaster
- Identify financing tools that communities have used for business sector recovery.



Planning for Economic Recovery



The Phases of Recovery

- Starts when the initial response is over and the impacted region has achieved some degree of stability
- There are typically three phases of recovery: short, intermediate and long-term recovery



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Notes: Successful community recovery is broader than simply restoring the infrastructure, services, economy and tax base, housing, and physical environment. Recovery also encompasses re-establishing civic and social leadership, providing a continuum of care to meet the needs of affected community members, reestablishing the social fabric, and positioning the community to meet the needs of the future.

Disaster Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Disaster Recovery: The capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to: rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.

Reference: [Economic Recovery Support Function Field Operation Manual FEMA Pre-Disaster Recovery Planning Guide for Local Governments](#)



»» Short-Term Recovery



West Virginia National Guard responded to Elk River chemical spill that closed schools, businesses, and childcare centers due to contaminated water supply.

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Slide 42.

Reference: [West Virginia Public Broadcasting Coverage](#)

Photo: West Virginia National Guard Elk River Spill Response. [The National Guard](#) uploaded to Flickr on December 30, 2014.



Short-Term Recovery Priorities



- Remove debris
- Financial: tap all resources
- Restore basic services & power
- Implement tiered reentry
- Get businesses, gas stations, medical facilities, and grocery stores up and running

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Notes: This photo of Monroe County, Florida, illustrates the challenge of massive debris removal in the short-term recovery phase after Hurricane Irma in 2017.

Lessons learned about short-term recovery from Monroe County include these best practices:

- Get pre-approval from FEMA for debris cubic yard reimbursement
- Obtain Right-of-Entry Agreements. Such agreements hold local government and FEMA harmless for going on private property to remove debris
- Designate disposal sites. You don't want to fill up your landfill!
- Have a monitor (employed by local government) sign off on each delivery slip while the load is being inspected.
- Determine end uses of debris – Landfill cover, fill, recyclables, etc.

In some short-term recovery situations, it may also be necessary to waive local zoning temporarily



Short-Term Recovery Priorities (continued)

- Manage volunteers/donations
- Identify temporary housing and staging areas
- Communicate, communicate
- Provide mental health support
- Find expertise for recovery

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Slide 44.

Reference: [Substance Abuse and Mental Health Services Administration](#)



Business Recovery Center

- Assist employees in finding temporary housing
- Survey businesses on the disaster impact and their priority needs
- Be alert to language barriers and the impact on minority-owned businesses
- Work with translators
- Deploy case managers



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Slide 45.

Photograph: [American Public Media, "Rebuilding Biloxi."](#)



Intermediate Recovery

- Be prepared for the 6-month frustration stage and provide mental health support
 - Learn about the warning signs and risk factors for emotional distress
- Communicate, communicate
- Take stock of the new realities, engage all stakeholders, and update the recovery plan
 - Identify ways to diversify and expand economic opportunities
 - Seek more resources

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Slide 46.

Reference: [SAMHSA Warning Signs and Risk Factors for Emotional Distress](#)



»»» City of Toronto, ON: SARS Recovery

- Established Economic Support & Recovery Task Force after SARS outbreak to address issues
 - public health, global positioning, engaging local Torontonians, hardship relief, and social/community
- Worked with the business community to:
 - Extend grace periods for tax/utility payments
 - Establish a contingency fund to support businesses
 - Expand small business advisory services
 - Exempt businesses from delivery hour restrictions

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Slide 47.

Reference: [City of Toronto's News Release on July 2, 2003.](#)



Refine the Recovery Plan

1. Establish an organizational recovery structure
2. Conduct an After-Action Review
3. Assess what can be done to better protect vulnerable populations and to mitigate future risks
4. Update the recovery plan
 - Establish measurable recovery goals
 - Adopt recovery goals
 - Provide and publicize regular progress reports
5. Communicate, Communicate, Communicate
6. Take care of yourself, your employees, and the community

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Slide 48.

Notes: Local governments play a leading role in economic recovery. While restoring basic services is a top priority, simultaneously they need to establish a structure for recovery to ensure that it gets the attention that is needed to move forward in the months and years ahead. They also need to learn from the immediate disaster so they can be better prepared for the next disaster. That means that they should conduct an after-action review of their organization's preparation and response to the disaster. What did they learn? What worked well and how could their preparation have been better?

Recovery efforts are more successful when a community has already established a plan for the future.



Planning for Economic Recovery 

Recovery Goals and Structure

1. Help people get assistance
2. Restore and enhance infrastructure
3. Assist business recovery
4. Pursue and focus resources on recovery
5. Learn & plan for future



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Slide 49.

Notes: A new organizational structure likely will be needed to sustain you through the long process of recovery. Just because there was a disaster does not mean that the routine business of running a city can be put on hold.

The city of Boulder, CO, created a parallel organizational structure to focus on its recovery operation after the 2013 flood. It included three teams:

- (1) infrastructure and city operations;
- (2) finance and FEMA; and
- (3) community services.

Reference: [“Before, During, and After a Crisis,”](#) ICMA, 2019



Community Engagement



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Slide 50.

Notes: The most important element of a successful long-term recovery is to bring community stakeholders together at strategic times to focus on business, housing, and economic recovery. Having a long-term perspective is essential as is the incorporation of mitigation measures into the recovery plan. Recovery will take years and community leaders and residents need to remain resilient and hopeful, with regular updates of the community's progress.



Long-Term Recovery

- Engage with businesses and residents – communicate!
- Rebuild infrastructure for greater resilience and economic competitiveness
- Financial – seek more resources
- Plan for economic diversification

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Slide 51.

Notes: One of the most important aspects of long-term recovery are to examine the community's infrastructure to determine what changes are needed. For example, consider whether or not any of these critical infrastructure elements in your community need improvements.

Remember, there are financial resources to tap in addition to FEMA's disaster assistance:

- Insurance, Federal Highway Program, Mitigation Grants, HUD, SBA, Agriculture, Vegetation Planting Grants
- Local partners and state grants



»» Workforce Housing: A Top Priority

- Substandard housing for many workers in this coastal community
- Monroe County, Florida, prioritized acquisition and replacement of BFE mobile home park
- \$10 million for acquisition and \$20 million for new construction
- Plan for new, resilient rental housing

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Slide 52.

Notes: Another high priority for many communities is to create resilient workforce housing after a major disaster. In Monroe County, where affordable housing had been a long-standing issue, 73,000 residents were displaced by Hurricane Irma. Mobile homes, manufactured homes, and RVs were substantially damaged. Monroe County bought a destroyed mobile home park that was substandard and located below base flood elevation (BFE). The County demolished it and then developed a plan for hurricane-resilient workforce housing. The costs of acquisition and reconstruction were underwritten by Community Development Block Grant - Disaster Recovery funding: \$10 million for acquisition and \$20 million for new construction. Once rebuilt, the elevated workforce housing units would be offered for rent and managed by either the Board of County Commissioners or the Monroe County Housing Authority. .



Planning for Economic Recovery



»» Florida Keys Workforce Housing
Community Land Trust Foundation

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Slide 53.

Notes: Monroe County established a non-profit organization in early 2018 and created a network of nonprofit and faith-based organizations to advance the goal of providing recovery services to individuals and families affected by disasters through a coordinated effort. It has identified community unmet needs, prioritized resources, and provided a wide range of resources to disaster survivors.

This slide provides an example of how one nonprofit organization got involved in the county's workforce housing priority: The Florida Keys Community Land Trust Foundation was formed by the Big Pines owners of the Lower Keys Bait and Tackle Shop.

Resource: [Florida Keys Community Land Trust](#)



FEMA: Top Procurement Mistakes

1. Bidding requirements (noncompetitive contracting)
2. Sole source beyond exigent circumstances
3. Using sole source contract too long
4. Time and materials contract

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Slide 54.

Reference: [FEMA Procurement Disaster Assistance Team](#)

Source: [FEMA Top 10 FEMA Grant Procurement Mistakes](#)



FEMA: Top Procurement Mistakes (cont.)

5. Cost-plus contract
6. Contract provisions
7. Geographic preference
8. MWBE solicitation
9. No cost/price analysis
10. Inadequate/lack of documentation

55

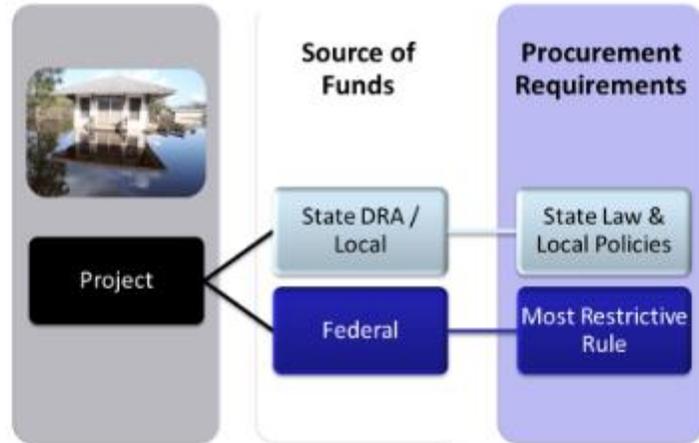
Slide 55

Reference: [FEMA Procurement Disaster Assistance Team](#)

Source: [FEMA Top 10 FEMA Grant Procurement Mistakes](#)



Be Aware of Funding Sources



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Slide 56.

Notes: As you document your expenses, labor, and other data, keep in mind that there are different reporting requirements for many of the funding sources that you may be using. Procurement requirements related to your state or local Disaster Recover Assistance must comply with all of the relevant state laws and local policies. Federal funds require that you abide by the most restrictive procurement rule.

Source: University of North Carolina School of Government



Factors that Slow Recovery

- Lack of resources for recovery: staff, funding, and knowledge of programs
- Insurance, including need for county liaison with insurance companies
- Homeowners without proper insurance
- Poor land use plans or building codes
- Unlicensed contractors

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Slide 57.



Factors that Enhance Recovery

- Investment in mitigation before disaster (e.g., relocating structures in hazard zone)
- Existing plans and community engagement practices
- Strong relationships
- Disaster preparedness training
- Excellent communications

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Slide 58.

Notes: Factors that enhance recovery include an investment in preparedness and mitigation. For example, a community may have already relocated a water treatment facility that was in a hazard zone before the disaster struck.

Communities that have existing strategic, economic development, hazard mitigation, and disaster recovery and resilience plans have a running start to address the changes that are required post-disaster. A community that has a tradition of engaging regularly with residents and stakeholders can move more quickly to bring people together to focus on the difficult work of disaster recovery planning.



Mitigation Measures

- Land use and zoning plans
- Updated building code
- Natural systems plans
- Storm water management
- Open space preservation
- Retrofit earthquake prone buildings
- Vegetation management
- Engage whole community in planning

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Slide 59.

Notes: Mitigation measures that communities can take to become more resilient include land use and zoning plans and up-to-date building codes. Some states and local governments require that earthquake-prone buildings be retrofitted. Natural systems protections can include sediment and erosion control; stream restoration, forest management and wetland protection. Acquiring open space can help mitigate flood-prone areas.

Reference: [Beyond Basics Best Practices in Local Mitigation Planning](#)



Planning for Economic Recovery



»» Accelerating Recovery with Streamlined Permitting



Santa Rosa, California, reaches out to property owners

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Slide 60.

Notes: The City of Santa Rosa has made efforts to help its residents rebuild as quickly as possible after the 2017 wildfires. The city created a special zoning category for the impacted area, streamlined the permitting process, and has provided resources to help guide fire survivors through the rebuild process. A number of fees are waived for this area and property owners have the opportunity to live on their properties in temporary housing, including RVs, trailers, and tiny homes, while their homes are rebuilt.

The city posts regular updates on a special Resilient City section of its website which includes interactive maps of properties that can be searched to check the status of a permit or other documents. In one post, property owners are urged to contact the Santa Rosa Resilient City Permit Center to discuss the status of their existing building permit as well as any problems they may have encountered due to issues with their construction contractor. The website not only includes three ways to contact the permit center, but also includes links to the State Licensing Board if they seek to file a complaint online or to report a complaint to the District Attorney's Consumer Law Division.

The documents also can be accessed through the city's rebuilding website: srcity.org/rebuild



🔑 Module 2, Lesson 1 Key Lessons

- Bring key stakeholders together to update recovery plans
- Provide regular updates on recovery progress
- Document, Document and Document!
- Establish a staff reimbursement team or hire outside help to track expenses
- Seek outside funds; hire an outside expert to write grants, if needed

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Slide 61.



Module 2, Lesson 2: Creative financing and resources to support recovery

Planning for Economic Recovery



Module 2: Financing for Economic Recovery and Investment in Resilient Infrastructure

LESSON 2: CREATIVE FINANCING

Slide 62.

Notes: In Lesson Two, you will gain an understanding of why many communities find a need to develop creative financing to assist business recovery, and how to develop it for your community.



Small Business Financing



No Small Job

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Slide 63.

Notes: Small Business Financing for recovery is not a small job. These pictures bring home the utter havoc flooding can cause a small business. One of the imperatives for successful business recovery is getting the business back into business. While these flood waters will recede in days or weeks, both insurance and federal flood assistance will take months.



Small Business Financial Challenge in Recovery

- Financing is consistently a priority business recovery need
- Small businesses prefer to deplete personal savings, borrow from family and friends, take out second mortgages on their homes or max out credit cards to stay afloat
- They'd love a grant...

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Slide 64.

Reference:

Survey of 300 businesses post-Hurricane Sandy (p.55, "Leadership in Times of Crisis" Toolkit.)



Small Business Financial Challenge: The Facts

- What's most available are loans
- If they don't get some financial help, they are at risk of failure

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Slide 65.

Notes: The small business financial challenge is that what is most available are loans. Disaster-impacted businesses likely have seen current and forecasted sales drop precipitously, and a return to normal cash flow uncertain.

They may doubt their ability to service additional indebtedness while trying to recapture a lost customer base.



The Problem

- Governments may not have the resources to give grants to existing businesses
- Loan programs are often available, but may have interest and payment terms that many small businesses cannot afford

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Slide 66.



How Communities Provide Creative Solutions



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Slide 67.



»» Bastrop County, Texas: Set Up a Nonprofit to Accept Recovery Funds

- **Bastrop County, Texas** – pop. 75,000
- Thousands of acres burned in wildfires in 2001 and 2015; then floods and a tornado
- Opened a recovery center October 2015
- Worked with United Way, then set up local 501(c)3 to raise money that could be used to help residents and small businesses
- Created the Bastrop County Long Term Recovery Team's website where people could donate, volunteer or get information



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Slide 68.

Notes: Bastrop TX, population 75,000, had thousands of acres burn in wildfires in both 2001 and 2015, followed by floods and a tornado. It became apparent that impacted businesses needed an array of recovery support services, yet there was no community organization prepared to do that. In response, the Chamber of Commerce appointed a committee that evolved into a partnership between the Bastrop, Elgin, and Smithville Chambers of Commerce, the County Office of Emergency Management, and the SBA Small Business Development Center. Bringing these resources together, they opened a recovery center in October 2015. Under the auspices of the United Way, they created a local 501(c)3 account where they could use money raised for Bastrop for both residents and small businesses. The partnership has become the permanent Bastrop County Business Recovery Team, continuing work in both recovery and preparedness training.

Reference:

The full case study for Bastrop, TX can be found in [“Case Studies: Public Private Partnerships for Recovery”](#).

[Bastrop County Long Term Recovery Team’s website](#)



»» The Florida Small Business Emergency Bridge Loan Program

- In a declared State of Emergency, the Governor may activate the Small Business Emergency Bridge Loan Program
- Interest-free loans up to \$50,000, repayable within 12 months
- Eligible businesses
 - From 2 -100 employees
 - In a county impacted by the disaster
 - The business must have made application for a disaster loan from the SBA or equivalent

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Slide 69.

Notes: The Florida Small Business Emergency Bridge Loan Program was first activated in 1992, following Hurricane Andrew. In a declared State of Emergency, the Governor may activate the loan program, providing immediate relief to disaster-impacted businesses. The loans are interest-free, up to \$50,000, and repayable within twelve months. Eligible applicants are small businesses with no more than 100 employees, located in a county impacted by the disaster, and with a current application for a disaster recovery loan from the Small Business Administration or equivalent.

Since inception, the Governor has activated the program over thirteen times, providing \$63 million in aid to 2,670 businesses.

Reference: [Florida Department of Economic Opportunity Small Business Emergency Bridge Loan Program Website](#)



»» Lombard, Illinois: Forgivable Loan Program



Offers forgivable loans to encourage downtown restaurant development

- The loan is for up to one-third the cost to renovate, up to a maximum loan amount of \$100,000
- Ten percent of the loan is forgiven each year for ten years after occupancy

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Slide 70.

Notes: The Village of Lombard, IL, population 43,165, developed a forgivable loan program to incentivize downtown restaurant development. The loan program was initially funded through the village's tax increment financing program. It is structured so that one-third of the renovation costs are covered by the loan, up to a maximum loan amount of \$100,000. Ten percent of the loan is forgiven each year for ten years after occupancy.

Reference:

[Lombard, Illinois Downtown Restaurant Forgivable Loan Program](#)

Planning for Economic Recovery



»» Jefferson Parish, LA: Revolving Loan Fund



- The Jefferson Economic Development Corporation obtained funds from EDA and HUD's CDBG-DR for a \$50M Revolving Loan Fund (RLF)
- The RLF provided both loans and grants for small businesses after Katrina
- RLFs often provide financing to businesses that wouldn't qualify for loans by private financial sources
- RLFs can be capitalized by federal, state or local funds

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Slide 71.

Planning for Economic Recovery



Federal Source for Economic Development: EDA

U.S. Economic Development Administration (EDA)

- Capitalizes Revolving Loan Funds
- Funds infrastructure for economic development
- Offers economic adjustment programs
- Funds broad array of economic incentives and disaster recovery assistance



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Slide 72.

Resource: [U.S. Economic Development Administration](https://www.eda.gov/)



Federal Source for Small Business Loans: SBA

U.S. Small Business Administration (SBA)

- Low interest loans to homeowners, renters, businesses of all sizes, and private, nonprofits
- Loans for repair or replacement of property, machinery, equipment, inventory -- business assets often damaged or destroyed in a declared disaster



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Resource: [U.S. Small Business Administration](https://www.sba.gov)



Federal Source for Small Business Financing & Support: USDA

USDA's Rural Development Disaster Assistance

Post-disaster community economic recovery purposes fall within four categories of business programs:

- revolving loan funds
- technical assistance
- commercial lending
- energy programs



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Resource: [U.S. Department of Agriculture Rural Development](https://www.usda.gov)



Federal Source for Small Business Financing: U.S. Treasury CDFI

U.S. Treasury Department's Community Development Financial Institutions (CDFI) Fund

- 2 funding options : Technical Assistance awards and Financial Assistance awards
- Used to promote economic development, job creation, and development of businesses and commercial real estate
- Look to see if you have a CDFI in your region. They can be a partner in your recovery strategy

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Slide 75.

Reference: [Community Development Financial Institutions Fund](#)



Federal Funding for Mitigation and Resilience: FEMA

Federal Emergency Management Agency

- Federal Insurance & Mitigation Administration (FIMA) offers programs for an array of risk reduction and mitigation activities
 - Hazard Mitigation Assistance Program
 - Flood Mitigation Assistance Program
- Building Resilient Infrastructure and Communities (BRIC) – 2020 roll out

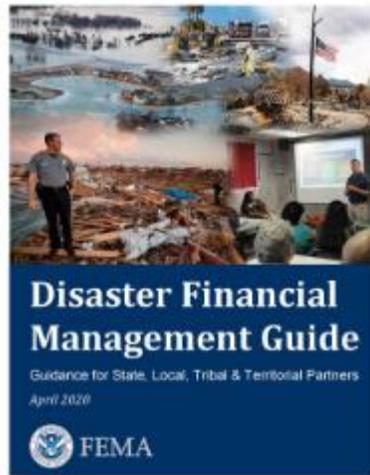
76

Slide 76.

Notes: Following the roll out of the new BRIC policy in the fall of 2020, FEMA will post a Notice of Funding Opportunity each year on grants.gov.



FEMA Guidance



- Comprehensive guidebook on how to obtain and manage recovery resources
- Financial practices to track, calculate, and justify costs
- Timeline for common federal disaster recovery funding

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Slide 77.

Reference: [FEMA Disaster Financial Management Guide](#)



Planning for Economic Recovery



Federal Source for Disaster Recovery:
Dept. of Housing and Urban Development

Community Development Block Grants for
Disaster Recovery (HUD CDBG-DR)

- Presidentially-declared disaster areas and low-income communities
- The grants can be used for a variety of functions, including housing, economic development, infrastructure, and prevention of further damage



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Slide 78.

Reference: You can find out more about CDBG-DR on the [HUD Exchange](#).



»» State of Louisiana: Using the DOL National Emergency Grant (NEG)



- In 2014, Louisiana received \$1.1 million in grant funding to continue Hurricane Isaac recovery efforts in Louisiana. This was in addition to \$2.2M received in 2012.
- Out-of-work citizens were paid to help with the cleanup, easing employment pressures when businesses were shut down
- Fifty-five of the state's 64 parishes were eligible for Public Assistance

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Slide 81.



Federal Tax Relief: the IRS

- Taxpayers affected by a major declared disaster can get tax relief
 - Postpone tax filing
 - Claim losses on previous year taxes
- Businesses can claim disaster-related losses on the tax return for the previous year, filing an amended return

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Slide 82.

Reference: [IRS](#)



🔑 Module 2, Lesson 2 Key Lessons

- Research and identify which funding programs are most aligned with your community
- Seek out existing loan funds that could be adapted to provide resources to impacted businesses
- Develop creative financing options to support recovery needs

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Module 3: Pre-Crisis Planning that Supports Post-Disaster Economic Recovery - Administration Page

Duration

45 minutes

Scope Statement

Understanding key elements of pre-crisis planning that support post-disaster recovery.

Terminal Learning Objectives (TLO)

Able to describe how a community plans for economic resilience and enhances its capacity for recovery.

Enabling Learning Objectives (ELO)

- Explain how pre-disaster agreements and planning can facilitate economic recovery
- Describe the elements of a crisis communications plan
- Identify three ways a community can enhance its resilience and disaster recovery

Resources

Lesson 1: Pre-crisis planning that supports post-disaster economic recovery

- Emergency Management: Principles and Practice for Local Government, p. 109, Second Edition, ICMA, 2007.
- National hazards Research and Applications Information Center, *Holistic Disaster Recovery*, (Boulder, CO, Institute for Behavioral Science, University of Colorado, 2002),
- National Institute of Standards and Technology, [Community Resilience Economic Decision Guide for Buildings and Infrastructure Systems](https://www.nist.gov/services-resources/software/edge-economic-decision-guide-software-online-tool) (EDG) <https://www.nist.gov/services-resources/software/edge-economic-decision-guide-software-online-tool> and NIST's [Community Resilience Planning Guide for Buildings and Infrastructure Systems](https://www.nist.gov/services-resources/software/edge-economic-decision-guide-software-online-tool)
- ["Before, During, and After a Crisis," ICMA, April 2019](https://www.icma.org/sites/default/files/Disaster%20Resiliency%20and%20Recovery%20Survey%20Summary_0.pdf)
- *Disaster Resilience & Recovery Survey*, ICMA, December 2019 https://www.icma.org/sites/default/files/Disaster%20Resiliency%20and%20Recovery%20Survey%20Summary_0.pdf
- "Recovery from Disaster: The Local Community Role," Federal Emergency Management Association training course, <https://www.firstrespondertraining.gov/frts/npccatalog?catalog=EMI>.

Instructor to Participant Ratio

1:35

Reference List



Module 3, Lesson 1: Pre-Crisis Planning that Supports Post-Disaster Recovery

Planning for Economic Recovery



Module 3

PRE-CRISIS PLANNING THAT SUPPORTS POST-DISASTER ECONOMIC RECOVERY

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Module 3 Learning Objectives

Describe how to plan for economic resilience and enhance recovery capacity

- Explain how pre-disaster agreements and planning can facilitate economic recovery
- Describe the elements of a crisis communications plan
- Identify three ways a community can enhance its resilience and disaster recovery

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Slide 85.



2019 ICMA Survey Findings

- 61% of local governments have accounting for all capital assets that could be vulnerable
- 54% have conducted a risk analysis of the vulnerability of their critical assets, facilities, employers, and housing
- 81% can tap reserves; 76% have insurance; 40% can use debt
- Fewer than 50% have pre-disaster contracts for temporary housing or building inspections
- 40% have conducted training exercises that cover post-disaster economic & community recovery
- Fewer than 50% have a resiliency or recovery plan

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Slide 86.

Notes: The increasing number and severity of natural disasters underscore the importance of disaster preparedness, recovery, and mitigation. Key findings from a 2019 ICMA survey of 932 municipal and county chief administrative officers found that 61% of local governments have accounting for all capital assets that could be vulnerable and 54% have conducted a risk analysis of the vulnerability of their critical assets, facilities, employers, and housing.



Pre-Disaster Agreements

- Mutual aid – public safety, public works, finance/payroll
- Debris removal and animal control
- Information technology and back ups
- Pre-event contracts to access expertise or surge capacity
- Temporary housing

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Slide 87.

Notes: One way to bolster your community’s preparedness is to have pre-disaster agreements in place. Best practices include having mutual aid agreements for public safety and public works response with neighboring jurisdictions as well as debris removal contracts they can tap. They also have agreements with jurisdictions located further away to ensure payroll and other basic finance and administrative operations can continue to function in the event of a long-term power outage. Such agreements can be invaluable to access needed information technology as well as basic animal control services.

Other key services that are needed post-disaster include temporary housing. Pre-disaster contracts with local hotels, dormitories, or other facilities are fairly common. Some jurisdictions plan ahead so that they can access expertise in case they need help in writing grants, managing their recovery process, documenting expenditures, or beefing up their building inspection services. These agreements are usually written so that the jurisdiction has the option to access the service post disaster. Other services that may be provided through pre-disaster agreements include public transportation and social/human services.



Discuss Pre-Disaster Agreements: Your Experiences and Priorities



Slide 88.

Notes: Practical exercise.

1. What pre-disaster agreements has your community used?
2. In addition to the agreements you have in place, what is your top priority for an additional pre-disaster agreement?

References:

The [FEMA Public Assistance Program and Policies Guide](#), published June 1, 2020, combines all FEMA Public Assistance (PA) policy into one volume. It includes links to documents and publications that provide additional process details.

[FEMA PA Debris Monitoring Guide \(2020\)](#)



Pre-Disaster Planning

- Training with public, private, and nonprofit stakeholders and a range of professionals
- Review of your organization’s recovery capacity (financial, human, infrastructure, and organizational resources)
- Clarify roles and expectations
- Use big data analytics to assess risks and make informed mitigation decisions

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Slide 89.

Notes: Existing planning documents are a good starting point, but almost always need to be updated. Having organized training with a wide range of public, private, and nonprofit stakeholders will help build relationships and identify areas where greater preparedness is needed. Be sure to include finance staff in the training as they have a key role to play in disaster preparedness and recovery. Take inventory of your organization’s recovery capacity in all key areas (financial, human, infrastructure, and resources such as emergency reserves).

We have technology tools that can help communities improve their preparedness. Flood maps can highlight where development should occur and where it should be avoided. It can guide decisions on how to evacuate, stage rescues, store resources, and locate temporary shelters.. The National Institute of Standards and Technology (NIST) has developed an economic analysis app that can be used to evaluate investment decisions that are under consideration to improve a community’s resilience.

References:

- EDGe\$ is based on the process found in NIST’s Community Resilience Economic Decision Guide for Buildings and Infrastructure Systems (EDG). The EDG and EDGe\$ can be used as standalone tools, but are designed as part of a more comprehensive planning process and in combination with the NIST Community Resilience Planning Guide for Buildings and Infrastructure Systems
- FEMA training course, “Recovery from Disaster: the Local Community Role,” <https://www.firstrespondertraining.gov/frts/npccatalog?catalog=EMI>.



Crisis Communications Plan Essentials

- Media management
 - Traditional
 - Social
 - Direct outreach to individuals
- Dedicated website
- Developing a map that can be used to document recovery issues and progress

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Slide 90.

Notes: Before a disaster strikes, determine who will be your community's spokesperson and encourage them to adopt a strategy of being open, clear, consistent, and accessible. The community needs to speak with one voice and provide regular progress reports. Some disaster situations may require more expertise than a community has. Do not wait to get help if you need it. Look for someone with crisis communication experience.

Reference: "Leadership and Professional Local Government Managers: Before, During, and After a Crisis." by Ron Carlee, ICMA, April 2019.



Key Communications Questions

1. How can you supplement communications staff during a prolonged emergency?
2. Who will speak for your organization?
3. What will you do if someone preempts your communication efforts?
4. What communications channels do you have?
5. How will you monitor media?
6. How quickly can you create a disaster recovery website? Can you sustain it?
7. Are you able to meet the communication needs of the demographics of your community?

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Slide 91.

Notes: It can be exhausting to deal with the media demands in today's 24-hour news cycle. When there is an intense need for information, how can you supplement your communications staff. Generally speaking, the state government prefers that any requests for staff go through the Emergency Management Assistance Compact during the response and early recovery period so that the support can be coordinated and tracked. Going through official channels also ensures that any questions about liability insurance coverage are addressed.

Thinking through the communications issues ahead of time will minimize the stress that comes with dealing with sensitive issues on the fly. Have a plan, find the right people to shore up your communications effort, and clarify the communications role of elected officials.



Envisioning a Post-Disaster Economy

1. If your primary employer departs, do you have a back-up plan?
2. What are your best options to diversify your economy?
3. Do you have the supporting infrastructure and prepared workforce needed for that new economy?



»» Case Study: Greensburg, KS

- EF-5 tornado in 2007 destroyed or damaged 1,400 buildings, affecting 95% of the city
- 2007 population: 1,300, 2017 population: 850
- Early recovery: replace the local school and join with a neighboring community
- Strategic vision: Become a “green town”

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Slide 93

Notes: An EF-5 tornado destroyed or damaged 1400 buildings in Greensburg, KS, affecting 95% of the city, wiping out all communications systems.

Source: “Still recovering 10 years later,” Kansas City Star, April 28, 2017, by Roy Wenzl



Financial Planning

- Establish financial reserves that can be tapped in an emergency
- Evaluate insurance coverage
- Update line of credit
- Create list of potential resources that may be tapped, including grants, revolving loan funds, fees, and expertise to write grants
- FEMA Guide

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Slide 94.

Notes: The Government Finance Officers Association recommends that governments develop, test, and maintain a plan to continue their basic business operations during and immediately after disruptive events.

You'll find more guidance in FEMA's Disaster Financial Management Guide, including the importance of having pre-disaster agreements in place to tap expertise such that needed to address environmental and historic preservation requirements. Many funding programs require jurisdictions to complete highly technical reviews, assessments and planning considerations before applying for grants. By establishing pre-disaster mutual aid or contracts to acquire this expertise, jurisdictions can minimize the risk of rejected applications or assessments for noncompliance. In addition, jurisdictions may be able to leverage a single environmental review process for multiple Federal disaster recovery funding programs. Unified review practices can improve long-term disaster financial management and reduce project execution time.

Reference: [FEMA Disaster Financial Management Guide](#)



Broad Engagement in Planning

- Build relationships and seek feedback
- Identify shared interests
- Inform and engage business owners and residents about the region’s primary risks, natural hazards, and priorities
- Assess and revise strategies
- Review, revise, and provide plan updates

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Slide 95.

Instructor Notes: First and foremost, when you embark on a community Notes:
Some dos and don’ts for encouraging public involvement:

- Anticipate issues
- Avoid either/or terms
- Know what you want to get from the engagement
- Recognize that engagement requires sharing decision-making authority
- Select an appropriate decision-making form
- Use more than one approach
- Work to build relationships
- Accept and learn from failure

References:

National hazards Research and Applications Information Center, *Holistic Disaster Recovery*, (Boulder, CO, Institute for Behavioral Science, University of Colorado, 2002), 3-8.

Emergency Management, ICMA, p. 214



Ordinances and Procedures

- Is a new setback ordinance needed to protect coastal development?
- Are emergency fiscal policies codified?
- Are mitigation benefits documented?
- Are changes in zoning or building codes needed to improve resilience?
- Are new regulations needed to address vegetation or to protect watersheds?

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Slide 96.

Notes: FEMA’s Disaster Financial Management Guide stresses the importance of reviewing and codifying emergency fiscal policies and procedures in ordinance, noting that federal, state, and private granting or funding agencies will not grant, loan, or distribute funds to an organization without these policies and procedures.

Are the benefits of mitigation documented? Sometimes a local government ordinance needs to be updated to address changing circumstances. For example, is a new setback ordinance needed to protect coastal development? Are changes in zoning or building codes needed to improve resilience or are new regulations needed to address vegetation policies or to protect watersheds?



Mitigation and Risk Reduction

- Open space to mitigate flood-prone areas
- Incorporate structural and other mitigation measures in new development
- Identify ways to reduce vulnerability of existing structures and natural resources
- Building codes that set specifications for design and construction to protect against natural hazards (hurricanes, earthquakes)

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Slide 97.

Notes: These are some examples of ways that communities can mitigate their risks. They could designate open space to mitigate flood-prone areas. They can incorporate structural and other mitigation measures into new development. Building codes can set specifications for design and construction to protect against natural hazards like hurricanes, floods, and earthquakes. As communities assess their primary hazards, they can develop plans to reduce the vulnerability of existing structures and to protect their natural resources.

Local planning and zoning can support mitigation and enhance high-value economic opportunities, such as recreation, fishing, wildlife preserves, and other community uses. Existing businesses also can benefit by receiving more favorable loan terms and insurance rates.



»» Kinston, NC Example

Goals of 20-year plan:

- Expand the flood buyout program
- Prohibit new development in the flood plain
- Amend floodplain regulations, including elevation standards
- Prepare master plan for new investments in housing and economic development
- Provide conservation areas for stormwater management and recreation

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Slide 98.

Notes: Kinston, North Carolina, is located on the banks of the Neuse River and much of it is located in the 50-year flood plain. After Hurricane Fran caused major flooding in 1996, the city suffered major losses and economic disruption. Local officials began to develop a recovery and mitigation strategy. They established goals for a 20-year mitigation plan:

Expand the flood buyout program

Prohibit new development in the flood plain

Amend floodplain regulations, including elevation standards

Prepare a master plan for new investments in housing and economic development

Provide conservation areas for stormwater management and recreation.

Three years later, Hurricane Floyd caused even greater damage. The city and county acquired more than 400 residences, three mobile home parks, and 68 vacant lots. \$15 million of the funding needed came from the Hazard Mitigation Grant Program; \$12 million from the U.S. Department of Housing and Urban Development, Community Development Block Grant, and Disaster Recovery Initiative Funds; and \$4 million from the State of NC.

Source: Emergency Management: Principles and Practice for Local Government, p. 109, Second Edition, ICMA, 2007.



Steps that Support Resilience

1. Training and developing relationships
2. Investing in affordable, resilient housing
3. Developing plans to mitigate vulnerabilities
4. Updating the building code
5. Establishing financial reserves
6. Assessing organizational capacity
7. Providing conservation areas for stormwater management & recreation

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Slide 99.



A Resilient Community

- Balances economy, environment, and equity
- Engages the whole community in preparedness
- Takes measures to mitigate and reduce risks
- Develops agreements that can speed disaster recovery
- Ensures financial resources and reserves
- Plans for effective post-disaster communications
- Diversifies its economy to better weather economic fluctuations

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Slide 100.



Planning for Economic Recovery



Wrap Up

Post Course Assessment and Evaluation

https://icmaresearch.az1.qualtrics.com/jfe/form/SV_9BtZDuR4WR2fKId

Thank you!

Contacts:

Placeholder – names and emails of instructors

Slide 101.

Reference: [Post Course Assessment and Evaluation](#)