Governance and Disaster Recovery: Lessons from the Field

Build it Better Leadership Forum

Charlotte, North Carolina

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Overview

• Discussion of the Dimensions of the Disaster Recovery Assistance Framework
  – Resource Rules and Local Needs
  – Timing of Assistance
  – Horizontal and Vertical Integration

• Role of Planning / Transforming the Dimensions of the Disaster Recovery Assistance Framework

• Concluding Thoughts
Planning for Post-Disaster Recovery: A Review of the United States Disaster Assistance Framework

- Disaster Recovery Assistance Network
- Network loosely coupled, differs over time and space
- Network Resources
  - Funding
  - Policies
  - Technical Assistance
- Dimensions of Framework
  - Rules and Understanding of Local Needs
  - Timing of Assistance
  - Horizontal and Vertical Integration
Disaster Recovery Assistance Network

Resource Rules vs. Understanding of Local Needs

- Nations
- Federal governments
- State governments
- Financial institutions
- Insurance
- Businesses
- Colleges and universities
- Media
- Professional associations
- Regional planning organizations
- Special districts
- Community development corporations
- Common interest communities
- Foundations
- Nonprofits
- Local governments
- Emergent groups
- Individuals

“Zone of uncertainty”
Rules and Understanding of Local Needs: Gulf Coast Community Design Studio
Timing of Resource Assistance: Federal Government and Non-Profit
Mississippi Alternative Housing Program (timing - funding, policy, technical assistance)

- 600 million dollar Congressional Appropriation
- State Pilot to Develop Improved Emergency Housing Alternatives
- Mississippi Cottage, Green Mobile and Park model
### Horizontal and Vertical Integration

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- **Community Types**
- **Recovery Implications**
  - Assistance Network
  - Local Needs
  - Timing of Assistance
- **Potential for Change in Community Type Over Time**
Broadmoor Community, New Orleans

• Community Organizing
• Marketing
• Planning (“green dot” versus empowerment, consensus building)
• Strong Horizontal and Vertical Integration
  – Universities
  – Community Members
  – Non-profits (faith-based groups)
  – Foundations
  – Private Sector
  – Broadmoor Improvement Association
  – Broadmoor Development Corporation
Research Findings

• **Public Sector (Federal, state and local):** Federal rules (disaster relief) shape assistance network; lack of pre-event capacity building; state recovery plans weak/local plans uncommon.

• **Quasi-Governmental (community development corporations, homeowner’s associations, special districts, regional planning organizations):** Understanding of local needs; integration with assistance network often low; regional planning organizations – vertical integration, resource management disputes, planning.

• **Nongovernmental Organizations (professional associations, colleges and universities):** Collective knowledge and advocacy; transfer of research to practice underutilized (e.g. American Planning Association; Lack of courses and materials addressing disaster recovery).

• **Nonprofit Relief Organizations (faith-based, community groups, foundations):** Adaptive variability (Red Cross vs. Salvation Army, community groups); focus on unmet needs and social justice; negative effects of non-collaboration: unintentional perpetuation of social vulnerability; mistrust of public sector.
Research Findings

• Private Sector (small businesses and corporations, contractors, insurance, financial organizations, developers, media): Among least understood/limited involvement in recovery planning; privatization of disaster recovery; oversimplification of private sector involvement; media’s role (disaster recovery myths).

• International Community (international relief organizations and other nations): US acceptance of foreign aid unplanned/lack of international protocols and agreements (disaster diplomacy, absorptive capacity and conditionality; sustainable development); expanded definition of vertical integration; rising importance: increased risk, globalization and climate change; lessons from international research and practice.

• Individuals and Emergent Groups: Locally grounded knowledge not integrated into recovery policy and planning; need to change labeling of “disaster victim,” lessons from Emergent Multi-organizational Networks (EMON’s): established, extending, expanding and emergent.
The Role of Planning in the Disaster Recovery Assistance Framework

• Improved Use of Existing Planning Tools and Processes
  – Boundary Spanning Function
  – Pre-Event Planning
  – Land Use Planning Tools

• Incorporating Land Use Techniques (tools and process) Among the Most Effective / Underutilized in Hazard Mitigation and Recovery

• Poor Coordination between Planners and Emergency Managers

• Planning Process – Disasters as Conflict/Altruism
  – Dispute Resolution
  – Policy Dialogue
  – Negotiation
  – Facilitation

• Public Participation / Participatory, Inclusive Decision Making Across Network

• Connectivity to Framework – Changing the Defining Characteristics
  – Rules, Understanding of Local Needs, Timing, Coordination of Aid
Transforming the Disaster Recovery Assistance Framework

• Identify, nurture, and sustain new or expanded governance networks that span varied spatial and temporal scales.

• Expand the forward-looking use of pre- and post-disaster resources to blend public, non-profit, quasi-governmental, and private sector resources, investments, risk reduction initiatives, and adaptation measures.

• Invest more in pre-event planning for hazards risk management, including the development of an enhanced collective adaptive capacity.

• Ensure that emerging and future hazards risk management and climate change adaptation policies and plans are linked through enduring and actionable programs and agreements.
Concluding Thoughts

- Linking Disaster Recovery, Hazard Mitigation and Climate Change Adaptation
  - Scenario-Based Planning
  - Urban Hazard Mitigation

- National Disaster Recovery Framework

- Passage of the Biggert-Waters Act

- The Key Role of Governance

- Design Standards
Building Codes and Land Use: What is the Appropriate Design Standard?