



# The Road to Recovery 2008

Emergency Support Function #14  
Long-Term Community Recovery

August 2009



*This past year was the busiest for Emergency Support Function (ESF) #14, Long-Term Community Recovery (LTCR), since Hurricane Katrina in 2005. ESF #14 is led by FEMA and supported by 16 primary and support agencies. ESF #14 responded with assistance to 11 of 75 Federally declared disasters in 2008, unlocking the potential for supplemental long-term community recovery technical assistance to States and communities as they began recovering from these events. Teams of long-term recovery specialists were deployed to 26 communities across 11 States, to assist States and communities in charting an efficient and streamlined path to recovery.*

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## Overview

The purpose of this report is to share the stories of communities affected by 2008 disasters that launched strategic recovery efforts with support from the Emergency Support Function #14 Long-Term Community Recovery (LTCR). The ESF #14 engagements highlighted in this report are organized to emphasize the key principles of LTCR and the different types of assistance the ESF #14 LTCR Teams can provide communities. This report also highlights some of the 2008 achievements of LTCR communities affected by prior year disasters. In sum, the objectives of this report are to provide readers with an:

- Overview of the types of support ESF #14 LTCR provided to disaster-impacted communities in 2008
- Increased understanding of LTCR concepts, benefits, and outcomes
- Increased awareness of ESF #14

*Appendix A* contains a complete listing and description of all States and communities assisted by ESF #14 LTCR Teams.

For more resources and examples cited in this report, visit [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

## ESF #14 LTCR comprises 16 Federal agencies and partners:

Small Business Administration  
 U.S. Department of Agriculture  
 U.S. Department of Commerce  
 U.S. Department of Defense  
 U.S. Department of Energy  
 U.S. Department of Health and Human Services  
 U.S. Department of Housing and Urban Development  
 U.S. Department of Homeland Security  
 U.S. Department of Interior  
 U.S. Department of Labor  
 U.S. Department of Transportation  
 U.S. Department of Treasury  
 American Red Cross  
 Delta Regional Authority  
 Environmental Protection Agency  
 National Voluntary Organizations Active in Disaster

## ESF #14 LTCR 2008 Disasters by the Numbers

11 States  
 26 Communities  
 9 Federal Partners Deployed to LTCR Teams  
 8 Long-Term Community Recovery Plans  
 18 Strategic Recovery Guides  
 15 tools and templates created to facilitate public engagement and planning

### *Significant Events Supported by ESF #14*

In 2008, there were many disasters across the United States that required the support of ESF #14.

**Maine** In April, the rain-swollen St. John River crested at a record high of more than 30 feet, forcing residents to flee to higher ground as more than 100 homes flooded. This estimated 1 percent annual chance flood event is actually the second such flood to occur in the last twenty years, causing residents to reexamine their co-existence with the St. John River.

**Illinois, Indiana, Iowa, Missouri, and Wisconsin** Over a period of four weeks in May and June, a series of storm systems caused hail, high winds, tornadoes, and record rainfall. This caused flooding in hundreds of communities across the Midwest. Iowa, Wisconsin, Indiana, Missouri, and Illinois were most heavily impacted.

**Colorado** Nearly 80 homes were destroyed and more than 700 others were damaged by a rare Colorado tornado.

**Texas** On September 13th, Hurricane Ike, the largest hurricane since Katrina, pounded the Texas Gulf Coast. Entire neighborhoods washed away in Bolivar Peninsula, and heavy flooding affected the City and County of Galveston, as well as several south east Texas counties, including Chambers, Harris, and Jefferson Counties.

**Puerto Rico** Tropical rains lashed Puerto Rico in late September 2008, dumping torrential precipitation causing widespread flash flooding and mudslides.



### Definition of Long-Term Community Recovery

Restore or build a healthy, functioning community that will sustain itself over time, while taking advantage of opportunities to rebuild stronger, smarter communities and mitigate against future disasters.

If done without organized planning, once rebuilt, many opportunities for long-term improvement are lost.

### What is Long-Term Community Recovery?

In the months following a large disaster thousands of choices are simultaneously made by individuals, families, business owners, non-profit managers, philanthropists, local and State officials, government agencies, Congress, and others about the future of the community at large. The best of these decisions are made with a vision of the recovery in mind and a set of common objectives for the future.

*“If you don’t know where you are going, you will probably end up somewhere else.”*

—Laurence J. Peter

The breakdowns and disruptions to a community’s social fabric and infrastructure, caused by a major disaster, can be addressed by collective problem solving and planning, through the long-term community recovery process. This process enables the community to come together—as a whole—to make post-disaster decisions and prepare for long-term community recovery needs. Through the LTCR process, the community is empowered to do more than simply react, and the recovery from a tragic disaster becomes an opportunity. The result of the LTCR process is often a plan, strategy, or framework where the community can rally behind goals, objectives, and initiatives that move them toward their recovery vision.

*“Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die.”*

—Daniel Burnham



## 2008: The Long-Term Community Recovery Process in Action

### Getting Started – Assessing Needs and Targeting LTCR Assistance

The FCO activates ESF #14, either independently or at the request of the State. In 2008, ESF #14 was activated in **Arkansas, Colorado, Illinois, Indiana, Iowa, Maine, Missouri, Texas, Tennessee, Wisconsin,** and the **Commonwealth of Puerto Rico.** The ESF #14 LTCR Teams began the support mission by assessing, in coordination with the State, whether impacted communities would benefit from outside assistance to chart their course to recovery. Of the more than 140 communities and counties assessed for potential LTCR support, 26 received direct assistance from the LTCR Teams and launched a strategic recovery planning effort.

### States Organize for Recovery

In the best of circumstances, a State effectively organizes itself to support its communities' recovery from the long-term consequences of large disasters without outside assistance. In the worst of circumstances, after overwhelming disasters, a stronger partnership and helpful support from the Federal government is needed. Last year, **Illinois, Indiana, Iowa, Texas,** and **Wisconsin** defined and developed State recovery task forces or Governor's Commissions to help leverage the resources and expertise of recovery partners. In **Iowa,** the

LTCR Teams worked hand-in-hand with the State's Rebuild Iowa Office, which the State created post-disaster to bring people from various agencies into one cohesive operation. ESF #14, in partnership with the State, created the Iowa Interagency Coordination Team (IACT) and built a forum for State and Federal agencies to come to the table in collaboration with Federal partner agencies. State officials and the LTCR Teams met with the local leadership of communities identified as possibly needing recovery support, and explained the assistance they could provide and the benefits of a community-driven recovery planning effort.

In **Wisconsin,** the LTCR Team assisted the State and Federal Coordinating Officers in creating the Wisconsin Recovery Task Force, which organized and facilitated meetings that led to the development of the final Governor's report. The intent of the report is to address the State of Wisconsin's progress in recovering from the June 2008 floods. The report captures State and Federal recovery efforts directly related to the disaster.

### Community-Driven Recovery

No two communities or disasters are alike, and therefore no two community recovery efforts result in the same process or end product. The LTCR Teams work closely with State and local officials to tailor the type and level of support



Members of the Galveston Community Recovery Committee brainstorm recovery goals.

### Long-Term Recovery Committees & Long-Term Community Recovery

The recovery of individuals and families, while inextricably linked to the recovery of the community as a whole, is not always addressed holistically. In **Owen County, Indiana,** the overwhelmed and understaffed local government formed the Long-Term Recovery Committee (LTRC)—which would normally help match the unmet needs of individuals and families with donated goods and services—to take on the challenges of facilitating their long-term community recovery planning process. With this support, the Owen County LTRC Committee was empowered to facilitate both individual and community recovery.

Local Long-Term Recovery Committees, organized with the support of FEMA's Voluntary Agency Liaison function and coordinated with Voluntary Organizations Active in Disasters (VOAD) work directly with individuals and families. ESF #14 provides public sector coordination and planning assistance to the community at large for reconstruction and redevelopment projects through the local and State government.



Residents look at an aerial map of their community.

### Benefits of Community-Driven Recovery

**Inclusiveness** “Through public forums and community outreach, ESF #14 was able to engage at-risk populations that felt disenfranchised with the recovery process and a shared concern of future repetitive damages. ESF #14 was able to facilitate community consensus, ensuring effective recovery objectives.”

- Diane Kleiboer, Wisconsin Emergency Management Agency

to the precise recovery needs of the impacted communities.

### County-Wide Recovery Planning

In **Chambers County, Texas**, leadership chose to take a County-wide approach to recovery planning and formed ChaRT, the Chambers Recovery Team. ChaRT led the local communities and the County through the process of plotting their collective future. The LTCR Teams facilitated numerous meetings throughout the County. This public engagement process resulted in a Chambers County Recovery Plan. Mayor Guy Jackson of Anahuac, and chair of ChaRT, exclaimed that the LTCR program is “a FEMA program that works.” ChaRT has gone on to form a 501(c) (3) non-profit to officially implement components of the plan in collaboration with the County government.

### City-Wide Recovery Planning

Over the course of six months in **Parkersburg, Iowa**, the LTCR Team worked with City leaders, business owners, civic organizations, residents, representatives of the Rebuild Iowa Office, and other recovery partners to strengthen communications, coordinate recovery processes, and support the community’s development of recovery projects. Additionally, the LTCR Team identified action steps to further develop projects for the community. Parkersburg Mayor Bob Haylock called the Team “indispensable,” and said, “they helped us go through all the details

in developing the long-range plan...[and] we appreciate all their efforts.”

In Texas, the **City of Galveston** formed a 330 person Galveston Community Recovery Committee (GCRC) to develop a Recovery Plan based on public engagement. Given that many residents were still displaced due to the flood damage, ten community open houses aimed at gathering input on the City’s future were held on the island for returning residents and off the island for those still displaced.

Betty Massey, the Chairperson for the Committee explained that the GCRC “has been working for several months to develop a vision, goals and projects to move Galveston along the road to full recovery from the devastation of Hurricane Ike.” The committee quickly agreed that a plan returning the community to where it was on September 10<sup>th</sup> was not an option. The plan needed to strengthen the community and mitigate the effects of future disasters. The projects identified by the committee demonstrate this commitment to a better Galveston. Betty Massey continued, “With the administrative and technical support of every department at City Hall and FEMA’s ESF #14 Team, the committee set about its work developing more than 35 projects seen as key components to recovery.”

The LTCR Team was instrumental in facilitating recovery committee meetings, public input sessions, and drafting some of the projects generated from this planning process. More than 300

Galvestonians spent 6,000 hours creating a 42-project plan to jump-start Galveston's recovery from Hurricane Ike. The GCRC has finalized the City's Plan and it was accepted by the City Council on April 9th, 2009, nearly six months after the hurricane devastated Galveston. Find this plan at the FEMA ESF #14 Web site, [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

### Sector-Specific Recovery Plans

LTCR Teams worked with **Jefferson County, the City of Port Arthur**, and local partners, focusing on communities most heavily impacted by Hurricane Ike. The LTCR goal was to facilitate "big picture" recovery planning and to provide technical assistance and recovery strategies. Technical assistance focused on housing, including collecting housing condition data using Geographic Information System (GIS) mapping. The City staff used GIS to inventory and map housing and to identify other recovery needs. A recovery planning process was conducted with the Sabine Pass neighborhood within the City of Port Arthur which focused on housing and economic issues. A Jefferson County Report and Strategies Plan were completed highlighting a path to recovery.

### Village-Level Recovery Planning

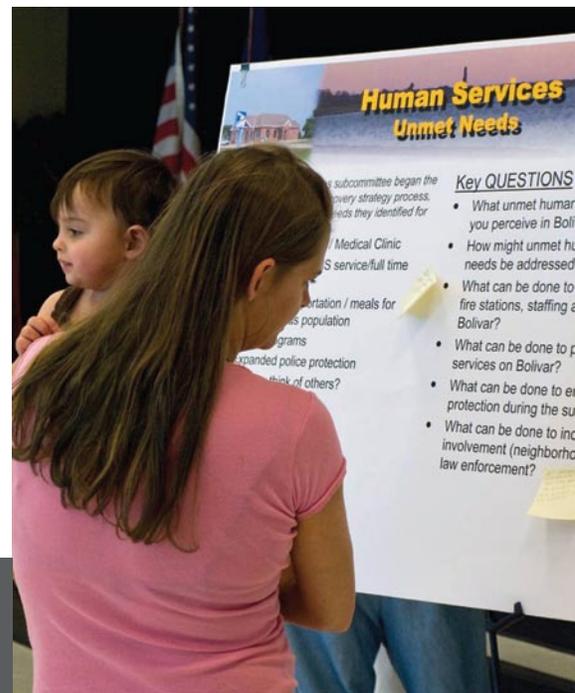
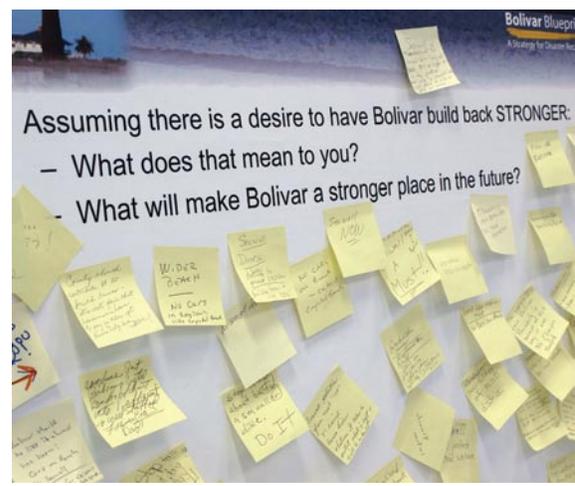
In **Gays Mills, Wisconsin**, the LTCR Teams spent 90 intense days facilitating a series of workshops

in which residents developed a shared vision for recovery and brainstormed types of recovery projects that would help achieve their community's vision. These efforts culminated in a *Community Recovery Plan* that also tackled the relocation and redevelopment of a major portion of the 620 person community out of the flood plain. Find this plan at the FEMA ESF #14 Web site, [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

### Strategic-Level Recovery Plans

LTCR Teams have also helped other communities develop strategic guidance documents for their recovery. In **Rocks Springs, Wisconsin**, the LTCR Teams facilitated the development of a Recovery Report outlining the mission, issues, goals, and objectives for the recovery.

Working closely with the **County of Galveston**, the LTCR Team also supported unincorporated communities of **Bolivar Peninsula**, which were largely washed away during Hurricane Ike. An 8-week accelerated recovery planning process was implemented to help the County identify options for some of the hardest public policy decisions in these communities created by Hurricane Ike, and will result in viable strategic options for the peninsula's recovery.



Residents of Bolivar, Texas, interact with members of the Bolivar Blueprint Recovery Committee to voice their input for recovery.

## Benefits

**Creativity.** “Communities were able to change local policies to incorporate non-traditional mitigation techniques, such as Green Building Technologies. This was spearheaded by the ESF #14 process and provided the community with alternative community sustainability options into their recovery strategy. ESF #14’s community consensus building was the catalyst of this policy change.”

—Don Sandoval, Regional Manager  
Colorado Department of Local Affairs

### Mayor Guy Jackson of Anahuac, Chambers County, Texas on ESF #14 support and the origin of ChaRT:

“We used the ‘Cha’ from Chambers, the ‘R’ from Recovery and the ‘T’ from Team to come up with this moniker. The steering committee had a brainstorming session at our last meeting to come up with a name that reflected what we are trying to achieve. There were several good suggestions but it seemed that ChaRT puts it all together. We want to ChaRT our way through the recovery from Ike. We want to ChaRT our way to a better Chambers County. We want to ChaRT our own path, a path that we as a community decide, not one that is dictated by outsiders.

“We have also filed the Chambers Recovery Team with the Texas Secretary of State for the creation of a not-for-profit corporation. This will allow ChaRT to continue on with the mission of recovery from Ike and making the County and the communities better able to withstand future [disasters].

“With the short time frame that we have to complete our work on this project, every moment counts. We are slated to lose our staff from the FEMA ESF #14 group at the end of March. The technical expertise that this group has given has been invaluable... This is a FEMA program that works.”

## Pre-Disaster Long-Term Recovery Planning

The recovery focus of most communities is to rebuild themselves so they are safer and stronger than before the disaster. Sometimes communities think they are safe because they have built an artificial structure to protect themselves. But some communities explore ways to minimize their risks through other means.

**Ft. Kent, Maine**, experienced a major flood event in April of 2008, in which flood waters came within inches of overtopping levees that protected the downtown area. People were so reliant on the levee system that even after the disaster, initial recovery plans did not include strategies for protecting the town in case of levee failure. The LTCR Team from FEMA’s Boston Regional Office was brought in to facilitate a two-track initiative—a long-term community recovery planning process and a community education and outreach effort. The Team worked with State and FEMA mitigation personnel to increase landowner, business owner, insurer, and lender knowledge about floodplain regulations and insurance policies. Through this dual track initiative, local leaders will produce a community recovery plan that not only stimulates immediate action, but speeds recovery if the levees fail during a future event.

## Recovery Tools and Work Aids

*When there is substantial planning capacity locally, the LTCR Teams help leaders organize their recovery process by developing tools and work aids.*

In response to the 2008 record flooding in **Iowa**, the LTCR Team created a toolkit to help communities better understand the long-term recovery process and the steps necessary to carry it through to implementation. This kit included an LTCR Communications Mapping Tool to guide local leadership in identifying LTCR stakeholders and communications networks, and implementing communications techniques; and an LTCR Decision-Making Tool to help guide local leadership in their decision-making for tough recovery choices. For links to these tools, visit [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

In **Cedar Falls, Iowa**, recovery planning tools and workshops facilitated by the LTCR Team enabled the Cedar River Initiative to develop a post-disaster work plan for improving the management and use of the river basin. Kevin Blanshan, of the Iowa Northern Region Council of Governments, recalled that “We needed a bit of redirection after the flooding. The FEMA LTCR Team helped us refocus.”

In **Indiana**, the LTCR Team developed a *Recovery Project Definition Guide* for the Governor’s Office of Disaster Recovery to help communities work through their long-term challenges. The Team also assisted Martinsville, three other heavily affected counties, and the Columbus Regional Hospital in charting their recovery from the 2008 floods.

## Benefits

**Raising Awareness.** “ESF #14 was very useful, but it could have been even more effective if there was awareness of it before the event. The State and local government didn’t fully understand the scope of ESF #14 and how it works with other recovery programs prior to the event. They (ESF #14) were excellent in educating everyone, but we lost valuable time.”

—Ashley Edwards  
Office of Mississippi Governor Haley Barbour, Recovery and Renewal

Jurisdictions engaged in pre-disaster long-term community recovery often seek to:

- Identify the most vulnerable areas of the community
- Accelerate approval of Federal funding for rebuilding in the post-disaster environment
- Anticipate regulatory and environmental requirements for rebuilding
- Minimize economic and social disruption to the community
- Maximize post-disaster funding in public and private sector
- Promote a favorable climate for municipal bond and insurance portfolio impacts

Source: Business Civic Leadership Center, 2008 Report “On the Brink,” [www.uschamber.com/bclc/programs/disaster](http://www.uschamber.com/bclc/programs/disaster)

## Integrated Support

Many small towns do not have the budget or need for numerous subject matter experts to be permanently employed. Even most large cities with sizeable and well-staffed departments often find their staff and subject matter experts stretched thin trying to make the city simply run after a disaster. LTCR Teams support communities in finding a balance between daily operations and beginning the rebuilding process by deploying experts with the precise skill sets needed to launch a community recovery effort.

In 2008, towns in **Iowa**, as well as **Windsor, Colorado**, had a goal to build their communities back greener and more energy efficient. The LTCR Team connected these localities with the Environmental Protection Agency’s technical resources for sustainability, *Green*



Members of the Cedar Rapids, Iowa, community and local government work together to bridge gaps at an LTCR recovery workshop.

Communities, and their *Smart Growth Implementation Assistance (SGLA)* program. As a result, ESF #14, the EPA, and the Rebuild Iowa Office developed an Interagency Agreement to offer additional targeted resources of the Smart Growth program to five disaster impacted Iowa communities.



Iowa breaks new ground in inter-agency coordination, with over 35 partners coming together. This graphic depicts the variety of partners engaged in Iowa’s long-term community recovery.

### Recovery Partners Coordinate

Developing a local disaster recovery plan, and getting everyone to work together across Federal and State agencies in support of that plan are two tremendous undertakings. Building a coordinated inter-agency team is an important resource ESF #14 provides to recovering communities.

### Interagency Recovery Teams

The **State of Iowa** established a Governor-level recovery commission along with the Rebuild Iowa Office, to coordinate the numerous agencies involved in recovery, and to leverage their expertise and resources.

The Inter-Agency Coordination Team (IACT), chaired by the Federal Coordinating Officer and the Lieutenant Governor, was the forum for exchanging information and collaborative problem solving among State and Federal agencies. Meeting summaries cataloged individual agency activities and summarized key IACT recovery

issues and initiatives. When the subject of buyouts arose (e.g., people wanting the Federal government to buy their homes in flood prone areas), IACT offered a forum for agencies to articulate their gaps and overlaps in their buyout authorities.

### Sharing Information Across Organizational Lines

In **Texas**, Federal, State and local agencies combined forces with non-profits and the private sector to share information about the impacts of Hurricane Ike. This resulted in the *Hurricane Ike Impact Assessment*, intended to generate a comprehensive understanding of the long-term consequences of the storm so that State and Federal agencies as well as communities could better plan for their future.<sup>2</sup> The LTCR Team was the facilitator of this project, integrating the information of all the interagency contributors. The FEMA Private Sector Office and the LTCR Teams

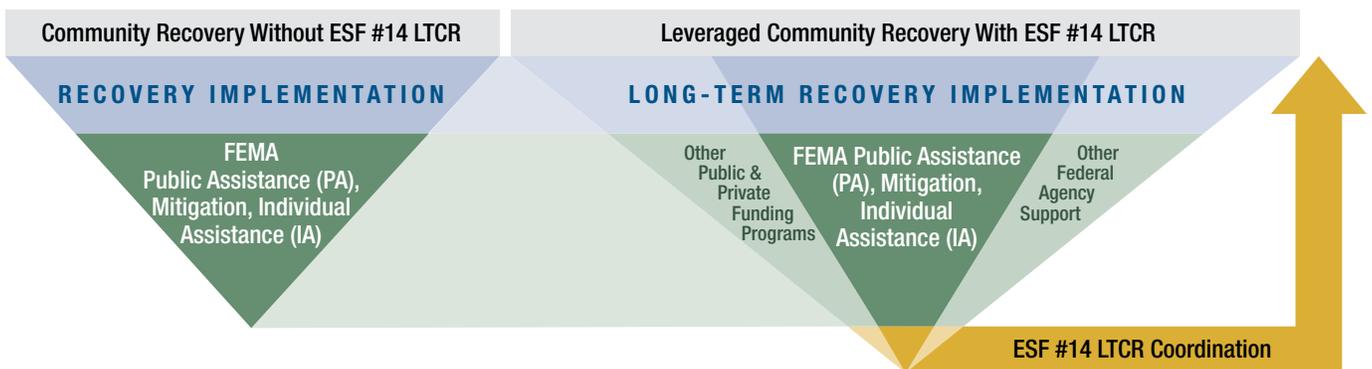
2. [www.fema.gov/pdf/hazard/hurricane/2008/ike/impact\\_report.pdf](http://www.fema.gov/pdf/hazard/hurricane/2008/ike/impact_report.pdf)

also collaborated on in-depth reports that looked at the impact of Hurricane Ike on the Southeast Texas eco-tourism industry and fishing industry.

### Benefits

#### Teamwork and Collaboration.

Every community is ultimately responsible for its own recovery after a disaster event. Disasters strike without regard for jurisdictional lines. The **State of Colorado** understood this and expanded its approach to recovery by establishing a formal coordination structure that crossed jurisdictional lines. ESF #14 assisted in the coordination of Federal, State, and Local government officials as they worked together to resolve common issues and find the resources, strategies, and solutions to develop a recovery plan. The continued use of partnership and collaboration will help ensure the success of future recovery projects.



Some communities rely on FEMA recovery programs, and others get creative. The more partners you bring to the table and the more strategic you are in your recovery, the more opportunities you can leverage. This graphic illustrates two very different roads to recovery.

### Issue-Specific Coordination

A more coordinated long-term recovery process can be as elementary as comparing notes on a regular basis.

As the town of **Martinsville, Indiana**, approached the challenge of conducting multiple buyouts simultaneously, the LTCR Team helped the community and the Mayor take an efficient approach to problem solving. The Indiana Department of Transportation, State Mitigation, and FEMA Mitigation offices all came together to discuss their differing rules and timelines, which had been causing confusion. They also clarified relationships, and developed a coordinated timeline for buyouts.

### Recovery Resources Mobilize

When multiple sources of funding exist for a project, the question becomes which funding dollars should be used? The LTCR Team in **Texas** worked closely with State and Federal agencies to identify solid funding strategies for community recovery projects. This required having an intimate knowledge of each agency's funding rules, and the suite of projects such as rebuilding infrastructure

and restoring community services, the economy, and the natural environment considered important by the community. The Team also researched and developed the *Texas Recovery Resource Guide*. Additional Texas resources can be found at [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

In **Iowa**, once towns identified major community recovery projects, IACT provided a forum for reviewing the proposals and providing specific guidance on ways to advance a project or initiative. IACT, with the support of the LTCR Team, developed a Community-Identified Project and Program Development Template to allow for consistency in the way communities presented their initiatives to the inter-agency coordination team. A sample IACT template can be found on page 11.

To strategically use this interagency resource, IACT used the following criteria to bring recovery projects before the interagency team:

- Funding resources are not easily identifiable
- Multiple partners are required to advance the project
- Projects may be pivotal to accelerating or catalyzing recovery

Taxpayer dollars distributed by Federal and State agencies represent only a portion of the resources available to help communities rebuild. As a result, LTCR Teams created disaster-specific *Community Recovery*

*Resource Guides* for the majority of supported disasters. These guides explain the Federal funding that may be available to recovering communities, information on foundation grants, and other resources for which communities can apply.<sup>3</sup>

Recovery Resources do not just come in the form of dollar bills. In Texas and in Iowa the LTCR Teams coordinated with the Corporation for National and Community Service to leverage the skills of AmeriCorps and Vista Volunteers. In Iowa, the Vistas under the direction of the State will provide ongoing support to local recovery efforts.

### Communities Learn from Each Other's Experiences

Local officials faced with leading their community's recovery consistently express a desire to know how their peers managed the complexities, and seized the opportunities, of long-term recovery. In 2008, ESF #14 LTCR facilitated four Peer-to-Peer informational exchanges.

Village leaders of **Gays Mills, Wisconsin**, paid a visit to the town of **Darlington** after hearing it cited as a success story in recovery planning charettes. Darlington is an alumnus of the Main Street Program run by the National Trust for Historic Preservation. This resulted in the "Recovery and Economic Revitalization Tour" of Mineral Point and Darlington.

Activities begin to return to normal at a community fair.



3. Iowa guide: [www.rio.iowa.gov/community\\_recovery/communities.html](http://www.rio.iowa.gov/community_recovery/communities.html).

Texas guide: [www.fema.gov/pdf/hazard/hurricane/2008/ike/texas\\_resource\\_guide\\_09.pdf](http://www.fema.gov/pdf/hazard/hurricane/2008/ike/texas_resource_guide_09.pdf).

The Iowa Interagency Coordination Team and LTCR Project Review Template provides a roadmap for key recovery projects.

The spring/summer of 2008 was a difficult time for the Iowa City of Coralville Transit due to the worst flooding in recorded history. The flooding destroyed the Coralville Transit Administrative and Maintenance Facility. After the flooding, members of the Inter-Agency Coordination Team toured the facility and agreed that it would not be repaired. The Transit moved to a temporary facility, resulting in inefficiencies and added operational

costs. But a plan for permanent relocation of the Transit facility out of the floodplain would provide the community with long-term recovery opportunities through:

- Increased capacity for transit ridership
- Reduction of city costs to protect the facility during floods, which can then be used for other community needs

- The potential for increased green space at the new location of the transit and parks facility

ESF #14 worked with Iowa to create a recovery project format and review process for key recovery projects facing gaps and challenges, such as this one from Coralville. This project review, through the interagency coordination team, helped to identify resources and solve problems for key community recovery projects.

|   |                      |  |                             |  |  |
|---|----------------------|--|-----------------------------|--|--|
|   |                      | <b>ESF #14 LONG-TERM COMMUNITY RECOVERY<br/>PROJECT AND PROGRAM<br/>DEVELOPMENT TEMPLATE</b> |                             |  |  |
| <b>COMMUNITY</b> City of Coralville   |                      |  |                             |  |  |
| <b>PROJECT NAME</b> Relocation of Transit Administrative and Maintenance Facility and Parks/Building Maintenance Facility   |                      |  |                             |  |  |
| <b>SECTOR</b>   |                      |  |                             |  |  |
| <b>PROJECT SPONSOR (Organization Type)</b> Coralville City Government   |                      |  |                             |  |  |
| <b>LOCAL COMMUNITY CONTACT</b>  | <b>Ellen Habel</b>   | <b>Assistant City Administrator</b>  | <b>Project Champion</b>     |  |  |
|   | <small>Name</small>  | <small>Title</small>   | <small>Role in LTCR</small> |  |  |
| <b>CONTACT INFORMATION</b>  | <b>319-248-1700</b>  | <b>eabel@ci.coralville.ia.us</b>   |                             |  |  |
|   | <small>Phone</small> | <small>Cell</small>  | <small>E-mail</small>       |  |  |
| <b>COMMUNITY VISION</b>   |                      |  |                             |  |  |
| <p>Mission: It shall be the mission of the City of Coralville, Iowa, to protect, promote, and enhance the public health, safety, and general welfare through achievement of the following goals:</p> <p>To meet the diverse transportation needs of its residents through safe, efficient, functional street systems; economical public transit, and a well-developed system of sidewalks, multi-purpose trails, and bike routes.</p> <p>To operate city government in a cost-effective, visionary manner.</p> <p>To promote and support the continued growth of the community.</p> |                      |  |                             |  |  |
| <p><b>REASON IACT ASSISTANCE IS REQUESTED:</b></p> <p>The <b>City of Coralville’s Relocation of the Transit/Parks Facility</b> is being presented to IACT because there are no immediately identifiable funding sources available beyond the FEMA PA monies. The need to relocate the facilities out of the floodplain is a direct result of the unprecedented flood. Specifically, finding a permanent location for the transit facility, which was also located in the floodway of Clear Creek, is vital to maintaining the transit operations for Coralville residents.</p>      |                      |  |                             |  |  |

Additional examples can be found at [www.fema.gov/rebuild/ltrc](http://www.fema.gov/rebuild/ltrc).

ESF #14 partnered with the Wisconsin Extension Service to conduct the tour. The tour included meeting with market and artist leaders to learn of their successes and challenges on revitalization. Other partner meetings on topics of historic preservation, mixed use development, adaptive re-use of buildings, sustainable development, and innovative flood proofing strategies were included.

In Texas, technology brought Southeast Texas officials together with State and local government leaders from **Colorado, Florida, Iowa, and Mississippi** through a video-teleconference. Participants shared experiences on many topics such as how communities launched their recovery plans, how projects were chosen, how to secure funding, coordinating local and regional recovery efforts, and collaborating effectively with the State government. Within 30 days of the Peer-to-Peer information exchange, **Chambers County, Texas**, selected a recovery steering committee and launched a community-based recovery planning process. Since community recovery is a long-term

process, the States with previous disaster experience continued their collaboration on long-term recovery efforts with States that were new to the process.

In **Indiana**, the LTCR Team facilitated connections between the **Mississippi** Governor's Office of Recovery and Renewal Policy Analyst and the Indiana Office of Disaster Recovery Director. Shortly thereafter, Indiana's Governor established a structure similar to that of Mississippi to focus on advancing his top recovery priorities.

The Columbus Regional Hospital (CRH), Bartholomew County, Indiana's second largest employer with approximately 1,800 employees, also benefited from peer-to-peer mentoring after suffering extraordinary losses. The LTCR Team, recognizing the ripple effect significant damage to a single sector can have on an entire community, connected the CRH with other hospital networks and institutions across the nation that had experienced similar difficulties. This peer-to-peer exchange enabled

CRH to validate the work they were doing, understand potential gaps in their action plan, and improve their recovery efforts.

An EcoPartnership established through the Department of Treasury between **Greensburg, Kansas, and Mianzhu, China**, kicked off official exchanges this past December, when a delegation from FEMA and Greensburg visited Mianzhu to share their experiences with the recovery effort's green and sustainable rebuilding initiatives. FEMA Region VII is supporting this partnership through the Greensburg Long-Term Community Recovery Initiative. A delegation from Mianzhu visited Greensburg in May 2009, the second anniversary of the Greensburg Tornado.

Gays Mills residents visit Darlington, Wisconsin, to see first-hand the results of a successful recovery.



Residents of Texas communities impacted by Hurricane Ike talk to State and local officials about their recovery experiences.



## Strategic Recovery Efforts Pay Off

In 2008, we continued to see the dividends of prior long-term community recovery planning efforts.



**Greensburg, Kansas.** In 2007, after the City of Greensburg was devastated by an EF5 tornado, this rural Kansas community decided it wanted to build back green. A bold vision for recovery, initiated through the ESF #14 and supported by the Greensburg LTCR Plan, has allowed more recovery partners than usual to aid the City's recovery and participate in supporting a range of recovery projects. In 2008, the U.S. Department of Energy estimated that it is providing technical assistance in renewable energy and energy efficient building design, valued at up to \$1.25 million. The U.S. Commerce Department's Economic Development Administration also announced that it has invested \$2.3 million to help rebuild Main Street. The investment is expected to create 30 jobs, generate \$3 million in private investment, and revitalize downtown.



**Punta Gorda, Florida.** Following Hurricane Charlie in 2004, Charlotte County worked with the LTCR Team to develop a recovery plan. One of the projects highlighted in that plan was the revitalization of downtown Punta Gorda. The residents came together to direct their path of recovery and developed a Citizens Master Plan. In 2008, TEAM Punta Gorda, which had helped lead the community recovery planning process, reviewed the City's success with the Citizens Master Plan and found that just three years after the disaster, 90 percent of the projects were underway or had been completed.

## Long-Term Community Recovery Cadre

This May, FEMA officially established a Long-Term Recovery Cadre, which comprises disaster reservists who specialize in the redevelopment and restoration of communities affected by disasters.

Additional details regarding the Cadre and how to apply can be found at these Web sites:

[www.fema.gov/career](http://www.fema.gov/career)

[www.fema.gov/rebuild/ltr/cadre](http://www.fema.gov/rebuild/ltr/cadre)

## Appendix: States and Communities Supported Through ESF #14 LTCR for 2008 Disasters

During calendar year 2008, ESF #14 was activated and deployed to more disasters in one year than it has since its inception in 2005. Support efforts included a wide range of State and community recovery initiatives that ranged from State-level only coordination efforts, to full LTCR community efforts. Below is an inventory of the States and communities directly supported through ESF #14 LTCR assistance.



**Arkansas**  
DR-1744-AR

**Support Received:** ESF #14 LTCR Conducted Community Recovery Assessment for impacted communities. No further community support identified. Interagency recovery coordination was provided.

**Timeframe:** February 2008

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**Colorado**  
DR-1762-CO

**Support Received:** Formulated, facilitated, and set goals for the LTCR committee of Weld and Larimer Counties.

**Timeframe:** May and June 2008

### **Windsor**

**Support Received:** Formulated, facilitated, and set goals for a City LTCR committee. Also provided technical assistance in the production of a recovery strategy.

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**Illinois**  
DR-1771-IL

**Support Received:** Deployed advance team and completed preliminary assessments on 14 counties. Assisted the State in organizing the Governors Recovery Task Force.

**Timeframe:** June and July 2008

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**Indiana**  
DR-1766-IN

**Support Received:** Provided organizational assistance to the State. Engaged in 10 State-led ESF #14 support meetings with counties. ESF #14 helped the State to establish its own recovery process. The LTCR Team created a Recovery Project Definition Guide to assist in the charting of recovery.

### **Martinsville, Morgan County**

**Support Received:** Assisted the Indiana Department of Transportation, State Mitigation, and FEMA Mitigation offices in organizing timelines, clarifying relationships, and coordination.

**Owen County**

**Support Received:** Supported the Rebuild Owen County Long-Term Recovery Committee. This LTCR committee was unique in that they were sponsored by the County to address recovery needs of individuals as well as the community.

**Bartholomew County**

**Support Received:** Supported the Columbus Regional Hospital by connecting them to a peer-to-peer mentoring network with other hospitals and institutions across the nation.

**Timeframe:** June through August 2008



**Iowa**  
DR-1763

**Support Received:** Provided a team for 64 LTCR Community Assessments. Provided technical assistance to the Rebuild Iowa Office for recovery planning and disaster redevelopment. Coordinated partnership with State Emergency Management Department and RIO for recovery assistance.

**Timeframe:** June 2008 through May 2009

**Cedar Falls**

**Support Received:** Targeted and supported the technical assistance liaison and the core team to identify the communities that needed assistance. Provided support in partnership with Iowa Northland Region Council of Governments to create a recovery strategy for the Cedar River Initiative (see also, Waterloo).

**Cedar Rapids**

**Support Received:** Provided targeted technical assistance and developed a “Recovery Report.”

**Coralville**

**Support Received:** Provided targeted technical assistance and developed a “Recovery Report.”

**Iowa City**

**Support Received:** Provided targeted technical assistance and developed a “Recovery Report.”

**New Hartford**

**Support Received:** Developed a Long-Term Community Recovery Plan using the technical assistance team.

**Oakville**

**Support Received:** Developed a Long-Term Community Recovery Plan using technical assistance professionals.

**Parkersburg**

**Support Received:** Developed a Long-Term Community Recovery Plan using technical assistance professionals.

**Palo**

**Support Received:** Developed a Long-Term Community Recovery Plan using technical assistance professionals.

**Waterloo**

**Support Received:** Targeted technical assistance liaison supported by core team. Support was provided in partnership with Iowa Northland Region Council of Governments to create recovery strategy for the Cedar River Initiative (see also, Cedar Falls).

**Waverly**

**Support Received:** Targeted technical assistance team. Developed Long-Term Community Recovery Strategy.

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**Maine**

**Timeframe:** Fall 2008 through Summer 2009

**Fort Kent**

**Support Received:** Formulated a Long-Term Recovery Plan to address risk of catastrophic flood event due to levee failure.

**Timeframe:** Fall 2008

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**Missouri**

DR-1773-MO

**Support Received:** Provided technical assistance to conduct LTCR Assessments. Partnered with the State Emergency Management and Department of Economic Development to develop community assessments and sector analyses to guide community technical assistance efforts.

**Timeframe:** Fall 2008 through Summer 2009

**Clarksville**

**Support Received:** Provided technical assistance support with core team to provide preliminary visioning and conduct workshops using Decision Making Tool.

**Foley**

**Support Received:** Targeted technical assistance to help with visioning, decision making, and project analysis.

**Winfield**

**Support Received:** Targeted technical assistance to help with visioning, decision making, and project analysis.

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**Puerto Rico**

**Support Received:** Coordinated Commonwealth and Federal partners, and provided technical assistance for formulation of community work groups.

**Timeframe:** October 2008

**Juncos/Urb Virginia Valley**

**Support Received:** Held recovery steering committee to facilitate identification of recovery strategies and interagency resources.

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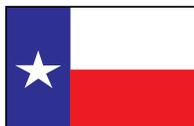


**Tennessee**  
DR-1745-TN

**Support Received:** Assessed community LTCR support needs—no support identified. Assisted State with interagency coordination and formation of interagency housing recovery task force.

**Timeframe:** February 2008

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**Texas**  
DR-1791

**Support Received:** Created a State/Federal Interagency Coordination Team to identify recovery challenges, information, gaps, and issues. Produced the *Ike Impact Report*.

**Timeframe:** September 2008 through May 2009

**Bolivar Peninsula & Galveston County**

**Support Received:** Developed an intensive 8-week Long-Term Community Recovery Strategy.

**Chambers County**

**Support Received:** Formulated LTCR structure, multi community workshops, and County-wide LTCR Plan.

**City of Galveston**

**Support Received:** Facilitated Community workshops and workgroups, City-Wide LTCR Plan, and recovery projects.

**Harris County**

**Support Received:** Provided a recovery technical advisor.

**Shore Acres**

**Support Received:** Provided an LTCR technical advisor and identification of technical resources for recovery workshop.

**Seabrook**

**Support Received:** Provided an LTCR technical advisor and assistance in identification of resources for 4 key recovery projects.

**Nassau Bay**

**Support Received:** Provided an LTCR technical advisor and identification of technical resources for recovery workshop.

**Jefferson County**

**Support Received:** Formulated LTCR workgroups and identified agriculture sector issues and recovery needs.

**Port Arthur/Sabine Pass**

**Support Received:** Targeted LTCR strategy.

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**Wisconsin**  
DR-1768-WI

**Support Received:** Assisted in the development of a long-term recovery task force structure designed to address multiple recovery projects. Produced Task Force Report.

**Timeframe:** June through October 2008

**Village of Gays Mills**

**Support Received:** Formulated LTCR structure, multiple community workshops, and village-wide LTCR Plan.

**Village of Rock Springs**

**Support Received:** Identified key recovery projects and technical resources for a targeted LTCR strategy.

**Multiple Communities**

**Support Received:** Assigned Department of Health and Human Services to conduct environmental surveys and analyses regarding safety of wells and drinking water.

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