



DISASTER RECOVERY TOOLKIT

MODULE 1 OVERVIEW

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FOR STATE COMMUNITY DEVELOPMENT AGENCIES





Council of State Community Development Agencies
1825 K Street NW
Suite 515
Washington, DC 20006

Tel: (202) 293-5820
Fax: (202) 293-2820

<http://www.coscda.org>

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MODULE 1: OVERVIEW	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Governor's office <p>Other Audience</p> <ul style="list-style-type: none"> • Other State Agencies • Local Government
INTENT & ORGANIZATION OF THE TOOLKIT	<p>This section serves as an introduction and description of the Disaster Recovery Toolkit. It explains the Toolkit's designed purpose and functions, its content and focus, and how it is organized to facilitate its comprehension and use by its target audience and users.</p>

A. BACKGROUND

This Disaster Recovery Toolkit (Toolkit) is an initiative of the Council of State Community Development Agencies (COSCAR), the premier national association of state community development agencies founded in 1974 to advocate for states' interests in the areas of community development, including affordable housing, homelessness, and community economic development.

The Toolkit was conceived and developed in response to the recent disaster recovery challenges faced and lessons learned by COSCAR members in the aftermath of devastating natural and man-made disasters.

By helping communities stricken by disasters, COSCAR members have identified a gap in the "long term community recovery"(LTCR) arena. State Community Development Agencies (SCDAs) often have little prior experience or knowledge related to disaster recovery and need support and assistance in identifying the key steps they can take and roles they can play in support of LTCR efforts in their states following a disaster. Experience in these LTCR processes has also shown that each State differs in their approach to disaster and long term recovery. But no matter the approach, each LTCR effort involves significant cooperation and leadership at the State level, and very often State Community Development Agencies play a significant role, primarily because these agencies administer the federal Community Development Block Grant(CDBG) "disaster recovery" funds for the State.

B. INTENT OF TOOLKIT

Based on members' input and needs, COSCAR developed this "Toolkit" to address the role of State Community Development Agencies in long term recovery. The Toolkit provides guidance to State Community Development Agencies on the issues to consider, without prescribing the activities to be undertaken in disaster recovery. The Toolkit provides information on the types of disaster recovery assistance available from federal programs in the key areas of economic development, housing, infrastructure, and public facilities to assist COSCAR members in their efforts to help their states and local communities to successfully coordinate, plan and implement their long-term disaster recovery efforts.

C. TOOLKIT ORGANIZATION

The Toolkit is comprised of five Modules. These modules are further supported by a Reference Library that contains relevant examples, sample documents, templates or other aids such as guidebooks.

While the Modules are sequentially numbered, the Toolkit is NOT a linear document that requires the user to review all Modules before fully utilizing its benefits. The Toolkit is designed for each Module to stand on its own and intended to allow target users to simply pull out the module that matters to them and their mission. Each State Community Development Agency may use a Module when applicable to the disaster situation or to provide further information to supporting agencies that may not have experience in the disaster response and recovery process.

D. TOOLKIT AUDIENCE

While State Community Development Agencies are the primary audience for this Toolkit, the Governor's office, State Legislatures, other State agencies, and local governments may also benefit from the information and guidelines contained in the Toolkit.

At the beginning of each Module, the audiences are identified. These audiences may vary from state to state and will vary depending on how the recovery effort is organized in each state.

For instance, **Module 3** addresses two key audience/users. It describes the important role State Community Development Agencies (State CD Agency) often play in coordinating the numerous participants, priorities, resources, and processes to overcome obstacles and maximize disaster recovery efforts. However, **Module 3** also focuses on what the state governments, particularly the Governor's Office and the State Legislature, may do that can further support State CD Agencies and expedite recovery, such as establishing policy or regulations that should be established pre-event or waived post event.

E. MODULE CONTENTS & TOOLS

Tables for Modules 2 to 5 are provided below to highlight the focus of each Module in terms of target audience, content, tools and reference materials. Each table also appears in the beginning of its respective module.

MODULE 2: GENERAL DISASTER RECOVERY	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Governor’s office <p>Other Audience</p> <ul style="list-style-type: none"> • Other State Agencies • Local Government
OBJECTIVE	<ul style="list-style-type: none"> ✓ Assist State CD Agencies in selecting and preparing for the role they may be assigned to play in bringing about long-term recovery in their state and their local communities after a disaster event
TOOLS	<ul style="list-style-type: none"> ▪ A “self-assessment” tool for State CD Agencies to evaluate what role they may have in leading long-term recovery efforts for their states. The self-assessment allows a State CD Agency to assess what capacity and capability (i.e., organizational, staff, financial or technical) is necessary to successfully undertake the mission.
Module 2 - Subsection Contents & Focus	
A. DISASTER RECOVERY	This section provides an introduction to Disasters; what they are and how they are classified. In addition, this section discusses the State and Federal Disaster Declaration process.
B. PHASES OF A DISASTER	This section discusses the four general phases of a disaster and provides an overview of the various activities, which take place in each phase of a disaster, and how one element leads into and impacts the next.
C. THE DISASTER CYCLE	Disasters are not linear. The Disaster Cycle discusses the non-linear, continuous process through all four phases of a disaster. This section also provides the general roles and activities within the “disaster cycle”.
D. RESPONSE AND RECOVERY CONTINUUM	The continuum is a generalized timeline and sequence of events for response and recovery activities. The section covers the general steps involved in the response and recovery process, but does not make a determination as to who will be responsible for these steps.
E. THE ROLE OF STATE COMMUNITY DEVELOPMENT AGENCIES FOLLOWING A DISASTER	Following a disaster there are many questions, issues and needs that arise. This section outlines the basic role of a State CD Agency and identifies key questions the State CD Agency should consider when determining their role and structuring their efforts related to disaster community recovery.

MODULE 3: STATE CD AGENCY ROLE/ POLICY & REGULATORY ISSUES	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Governor's office <p>Other Audience</p> <ul style="list-style-type: none"> • Other State Agencies • State Legislature • Local Governments
OBJECTIVE	<ul style="list-style-type: none"> ✓ Assist the State CD Agencies and the States' higher authorities in understanding and successfully coordinating their state recovery efforts: <ul style="list-style-type: none"> ➢ Module 3 focuses on how successful coordination can help to create opportunities for streamlining and complying with the myriad of federal and state regulatory requirements, and for capturing and leveraging recovery resources (i.e., financial and technical) from public and non-governmental sources ➢ Module 3 also discusses the various organizational and legal frameworks that a State may establish for disaster recovery; and within which a State CD Agency may have to operate for recovery; Also, what policy and/or procedure should be established pre-event or quickly post event to support the State CD Agency's role in recovery and expedite the recovery process ✓ The importance of an Action Plan in the context of recovery
TOOLS	<ul style="list-style-type: none"> ▪ Action Plan Template ▪ Waiver Checklist
Module 3 - Subsection Contents & Focus	
A. INTRODUCTION	Recovery creates opportunity. The community has the opportunity to rebuild in a way that will improve the community in the long term. This opportunity can easily be lost if the State and the community do not utilize and maximize resources successfully. This section focuses on how to remove these barriers.
B. ROLE OF STATE CD AGENCIES AFTER A DISASTER	Following a disaster there are many questions, issues and needs that arise. Many agencies and organizations participate in the disaster response and recovery process. Each agency, including State CD Agencies, should ask some basic questions of its organization and staff to ensure it is prepared to respond.
C. ROLE OF THE STATE	Each State will approach their role in recovery differently. This section provides examples of the different way States have addressed their role in previous disasters to support community development. In addition this section will cover the potential roles and responsibilities that Legislative, Congressional and Executive offices can play to expedite recovery.
D. KEY ISSUES AND CONCEPTS	This section discusses key questions that may assist the State CD Agency and others as to how best to approach disaster recovery. This section includes discussions on decision-making authority, methods for setting priorities, flow of funding, prioritization and communications protocol. This section is intended to provide the starting point for State CD Agencies after a disaster.
E. UNDERSTANDING POLICY, REGULATIONS AND STATUTES	Federal/ State regulatory, statutory and policy requirements are described, as well as the modifications that might be useful to enable appropriate programs to be effective.
F. WAIVERS AND EXCLUSIONS	This section will be based on the experience of previous State CD Agencies in dealing with waivers for specific programs. A list of common disaster waivers and exclusions, in addition to how they are applied, will be outlined here.
G. CDBG ACTION PLAN	This section addresses the importance of the Action Plan and other strategic recovery plan(s).

MODULE 4: LONG-TERM RECOVERY	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Local Governments <p>Other Audience</p> <ul style="list-style-type: none"> • Governor’s office • Other State Agencies
OBJECTIVE	<ul style="list-style-type: none"> ✓ Assist State CD Agencies and local communities to understand the key activities, tools and resources that are needed and available for disaster recovery. <ul style="list-style-type: none"> ➢ Provide State CD Agencies and local officials guidance about facilitating the long-term community recovery process to help identify and fine-tune the State and local recovery visions and priorities.
TOOLS	<ul style="list-style-type: none"> ▪ Long-Term Community Recovery Planning process and procedures ▪ Funding Resources Checklist
Module 4 - Subsection Contents & Focus	
A. INTRODUCTION	Module 4 provides State and local agencies with guidance on the recovery planning process, staffing and capacity, and leveraging funding and resources. This section emphasizes the importance of undertaking these actions prior to a disaster.
B. STRATEGIC RECOVERY	This section discusses the differences and variables associated with community recovery. This section also reviews the process and roles involved with State or Federal supported recovery initiatives, including the use and benefits of ESF#14 – Long-Term Community Recovery.
C. COMMUNITY RECOVERY PLANNING	Every disaster will have different impacts, responses and recovery needs. This section reviews the process to assess and determine the need for State or Federal support. It includes a generalized process used in federal supported initiatives.
D. RECOVERY PLANNING PROCESS	“Recovery Planning” is both a process and product. This section provides an overview of the process and how it varies from targeted technical assistance (e.g. coordination of State, Federal, Non-Profit and Private resources) to intensive planning teams that coordinate with the community to develop a Recovery Plan – a “road map” for community recovery.
E. STAFFING CAPACITY	This section provides a look at the capability, capacity, and available resources for community recovery.
F. PLANNING STRATEGIES	In the weeks and months following a disaster, there are multiple agencies and organizations gathering data to meet specific community needs. This section provides information on what data is available, how it is collected, how to access this information and highlight gaps in data collection that the CD Agency may begin collecting after a disaster.
G. PRIORITIZING RECOVERY PROJECTS	This section discusses the need for and elements involved with prioritizing projects to allow community recovery.
H. LEVERAGING FUNDING AND RESOURCES	This section assists State and communities in assessing their resources, identify funding gaps, and identifying the various types of funding often provided following a disaster.



MODULE 5: PROGRAM IMPLEMENTATION	
TARGET AUDIENCE	<p>Target Audience</p> <ul style="list-style-type: none"> • State CD Agencies • Governor's office <p>Other Audience</p> <ul style="list-style-type: none"> • Other State Agencies • Local Government
OBJECTIVE	<ul style="list-style-type: none"> ➤ Provide examples of lessons learned and best practices to assist the State CD Agencies in designing their recovery implementation approach and mechanisms, such as programs for delivering recovery resources to evaluating outcome, to mutual aid and surge staffing
TOOLS	<ul style="list-style-type: none"> ▪ Disaster Recovery Scenarios, Examples and Web links.
Module 5 - Subsection Contents & Focus	
A. INTRODUCTION	Module 5 addresses the specifics of disaster recovery and the CDBG program by providing process and procedure with scenarios and case studies in a manner that ties them to practical application.
B. DISASTER RECOVERY APPROACH	Depending upon a variety of influences, the State CD Agency may approach the use of disaster CDBG funds in a variety of ways. This section discusses those influences, identifies two major approaches to recovery from which the following sections on design and delivery will be compared.
C. PROGRAM DESIGN	Each state has a unique way of matching their program to fit the approach taken to recovery. This section identifies the elements of program design and any alternatives that states have used to accomplish their desired results.
D. CDBG ACTION PLAN	The Action Plan document serves as the "application" to HUD and the "contract" with HUD for the use of CDBG funds. This section covers key Action Plan elements for disaster recovery (also discussed in Module 3).
E. PROGRAM DELIVERY	This section covers the Method of Distribution of the Funds; staffing and human resources; building capacity at the state and local level; communication, and program evaluation.
F. STAFFING AND HUMAN RESOURCES	With the large amount of work to be done following a disaster, additional assistance will be needed. This section reviews the methods to address short- and long-term capacity.
G. CONTRACTING/ MEMORANDUMS OF UNDERSTANDING	This section reviews formal contracting methods and memorandums of understanding to develop capacity and provide adequate program delivery.
H. EVALUATING THE PROGRAM	This section discusses the establishment of disaster recovery program tailored to the disaster and the reporting requirements for such an evaluation.
I. PRE-DISASTER PREPARATION FOR THE STATE CD AGENCY	The section offers a checklist for the State CD Agency in order to prepare for disaster conditions and enable the organization to provide the highest level of service during a disaster.



REFERENCE LIBRARY	
ACRONYMS	A selected list of commonly used Acronyms that are used by emergency management professionals in disaster operations. In addition to the list FEMA publishes a book of acronyms titled FEMA Acronyms and Terminology (FAAT)
GLOSSARY	A glossary of terminology frequently used in disaster operations that are referenced in the COSCALA Disaster Recovery Toolkit
WEB LINKS	A selected list of web links to disaster recovery related sites
ELECTRONIC LIBRARY	A list of references and resource documents that are included as part of the electronic library.