Rebuild Iowa Advisory Commission

120 - Day Report to Governor Chet Culver

November 2008

DRAFT

Rebuild Iowa Advisory Commission Membership

Major General Ron Dardis, Commission Chair, Johnston

Gary Anderson, Centerville

Bill Bywater, Iowa City

Jim Davis, Charles City

Mike Earley, Des Moines

Jim Fausett, Coralville

Bill Gerhard, Iowa City

Karris Golden, Waterloo

Brent Halling, Perry

Tim Hurley, Waterloo

Mike King, Creston

Linda Larkin, Fort Madison

Nitza Lopez-Castillo, Columbus Junction

Carroll Reasoner, Cedar Rapids

Amy Truax, Parkersburg

Mark Wandro, Des Moines

Beverly Wharton, Sioux City

DRAFT FOR COMMISSION REVIEW ONLY

Table of Contents

DRAFT
REVISION

- Transmittal Letter 6
- Acknowledgements 8
- Executive Summary 10
- Recovery – Iowa's Future 20
- Vision for Long - Term Recovery 24
- Recommendations and Strategies of the Rebuild Iowa Advisory Commission 26
- Rebuild Iowa Advisory Commission Process 52

DRAFT FOR COMMISSION REVIEW ONLY

Transmittal Letter

DRAFT
REVISION

November 17, 2008
The Honorable Chester J. Culver
The Honorable Patty Judge
State Capitol
Des Moines, Iowa 50319

Dear Governor Culver and Lt. Governor Judge:

With great pride and commitment to Iowa's recovery, The Rebuild IAC submits its 120-Day Report. As chairman of the Commission, and speaking on behalf of the Commissioners, this Report provides a clear vision for Iowa in its recovery from the Disasters of 2008 in accordance with the requirements of your Executive Order Seven.

The engagement of the hundreds of Iowans in the Task Force, Resource Group, and citizen input framework strengthened the base of information on which this Report is built. Throughout the process of learning and deliberating the long-term recovery vision and strategies, the Rebuild Iowa Advisory Commission heard many common themes which are captured within these pages. Iowans spoke not only with facts, science, and examples to back them up, they made it clear they expect action in the coming months and years.

In many ways, this 120-Day Report carries some mandates for Iowa's recovery. We cannot rest until we learn the lessons of this disaster and take the necessary steps to keep disasters from devastating our people, our communities, our land, and our economy. With those messages from the people of Iowa, the Report seeks to focus attention on what must be achieved to reach our vision.

The Rebuild Iowa Advisory Commission members express gratitude for your leadership, the able launch of the Rebuild Iowa Office led by the Lt. Governor, and, certainly, for keeping the need for rebuilding and resources before the state and nation.

With submission of this 120-Day Report, the second major responsibility of the Commission has been met. The efforts of this body since its first meeting on July 17, 2008, have been sustained and focused. Members have traveled the state to view damage and hear the public, have met frequently as a Commission and as chairs of the nine Task Forces, and have eagerly undertaken active deliberation on issues of critical importance to Iowans.

They were supported by the Rebuild Iowa Office and the staff assembled to support the work of the Commission and to undertake day-to-day labors to tackle the immediate issues of recovery. The Commission wishes to also express its appreciation for their dedication and constant hard work.

The 120-Day Report is viewed by its authors – the Rebuild Iowa Advisory Commission – as an urgent call to action. The state must be better prepared for future disasters. The Commission's vision and recommendations must be given the strongest consideration for implementation. Thank you for the opportunity to provide these insights into the recovery for Iowans now and in future years.

Respectfully,

Chairman, Rebuild Iowa Advisory Commission

DRAFT FOR COMMISSION REVIEW ONLY

Acknowledgements

DRAFT
REVISION

The Rebuild Iowa Advisory Commission (RIAC) launched the second phase of work with its Commission meeting on October 1, 2008. That was followed by ten Task Force meetings over the course of three weeks. Ongoing involvement with RIO staff and frequent review of draft and final documents filled time between meetings. A two-day Commission meeting and an additional telephonic meeting allowed the RIAC to complete its work to submit the 120-Day Report to the Governor on November 17, 2008. This level of activity does not happen in a vacuum, and the Commission wishes to express its gratitude to the many who made its work possible.

The individuals and organizations in the affected communities across the state continue to contribute their input, share their experiences, and provide examples by which the RIAC is able to frame the vision and expectations for Iowa as it recovers. For those who persist in pressing forward for the future of their families, communities, or businesses, the Commission appreciates the lessons you continue to provide.

In convening the ten Task Force meetings, the RIAC welcomed the ongoing voluntary service of more than 500 Iowans among the Task Force and Resource Group members. It was again the work of these groups, comprised of interested residents, subject matter experts, organizational members, government at all levels, and members of the Iowa General Assembly, that brought clarity to issues and to potential solutions. The Commission's work largely reflects the work and expertise provided by the Task Forces and Resource Groups. The Commission expresses hearty gratitude for these ongoing efforts.

Thanks are also due the Rebuild Iowa Office, its leadership, and staff. Their guidance and the latitude provided to the Commission in its work allowed the Rebuild Iowa Advisory Commission to discuss and deliberate its own agenda in a transparent environment. Recognizing the staff served in multiple roles as "borrowed" experts from their "home" agencies, their commitment and value cannot be overemphasized. The RIAC extends appreciation for the day-to-day planning, information, communication, and support as this second phase of work unfolded.

Much gratitude is due Governor Culver and Lt. Governor Judge for their tireless work in addressing the needs of Iowans affected by these disasters. Their participation in and guidance of the Rebuild Iowa Advisory Commission is greatly appreciated, as is their charge for the Commission to determine its own course during its work. The Commission thanks Governor Culver and Lt. Governor Judge for the confidence they placed in the Commission to reflect the circumstances and the solutions best suited for Iowa's future successes.

DRAFT FOR COMMISSION REVIEW ONLY

The Commission recognizes State Public Policy Group for the staff's facilitation, staffing, planning, coordination, writing and design services.

www.sppg.com

Executive Summary

DRAFT
REVISION

The Rebuild Iowa Advisory Commission's 120-Day Report to the Governor serves as an urgent call to action. Iowa must fully recover to face a bright future, and the state must be better prepared for future disasters.

These recommendations must be adopted and implemented. Iowa's future and future generations depend on it.

Stemming from the charge given it in Governor Chet Culver's Executive Order Seven in June 2008, the Rebuild Iowa Advisory Commission completed initial work and a 45-Day Report with recommendations for immediate recovery initiatives. Now, in the second phase of study called for in the Executive Order, the Commission builds upon its first report and adds a vision for Iowa's long-term recovery, along with steps the state and stakeholders must take together in order to achieve that vision.

The Rebuild Iowa Advisory Commission respectfully submits its 120-Day Report with gratitude to the Governor and Lt. Governor for their confidence and for entrusting them with an open and transparent process to air and sort the issues and challenges to Iowa's future.

From its work in developing these long-term recommendations, strategies, and the vision, the Rebuild Iowa Advisory Commission came to believe and insist that Iowa's circumstances and hopes for its future make the recommendations imperative. The Commission emphasizes these messages to policymakers and all Iowans:

- Iowa must never forget this disaster and its impacts on Iowans and the state.
- Iowa must never let this type of damage occur again.
- Iowa must invest in recovery so the state and Iowans are ready for the future, not just for "what was."

The vision and recommendations are bold. The policy discussions will be difficult, but critical, and the Commission welcomes those debates as steps forward for the state. Progress is possible and expected by Iowans. At the same time, the Commission knows there are constraints, and not every step may be a move forward. Iowa faced many of these challenges, such as the affordable housing shortage and crumbling infrastructure, prior to the 2008 Disaster. The sheer magnitude of recovery needs coupled with the national downturn in the economy combine to create additional challenges. Yet, the issues facing Iowa now and for its future are so critical that these recommendations and initiatives must move forward with the highest priority.

For progress to be made on behalf of Iowans, all stakeholders, led by state policymakers, must adopt new approaches to solving problems together. Only the most compelling of the many needs are included in the following recommendations. As a beginning point, these recommendations need to be adopted and implemented now.

Vision for Iowa's Long-Term Recovery

Iowans will thrive in a state that values, safeguards, and invests in its sustainable future, resilient communities, welcoming environment, vital economy, treasured lands and natural resources, rich cultural history, global role, and all of its people.

DRAFT FOR COMMISSION REVIEW ONLY

Recommendations and Strategies

Each of the 12 numbered recommendations is followed by a bulleted list of examples of strategies that could be used to implement the recommendation. The list of strategies is not all-inclusive.

1. Individual Services and Guidance – Iowa will provide advice and support to individuals and families seeking assistance in making their way through the challenges of rebuilding their lives in a disaster case management framework that has ongoing, lasting organizational capacity and processes in place to be sustained during non-disaster times.

   - Determine the long term sustainability of and funding mechanisms for disaster case management capacity and systems.
   - Determine the responsible coordinating entity during disaster and non-disaster times.
   - Provide quality disaster case management services, with capacity to expand and transition to the types of services required by residents as they experience a prolonged recovery period.
   - Develop and conduct a comprehensive evaluation of disaster case management services provided throughout the disasters of 2008 and recovery period. Use those findings to adjust and enhance the system.
   - Convene stakeholders in the many services and supports provided by case management to provide input and assistance to the RIO in its planning for a system and infrastructure to maintain and improve case management through disaster and non-disaster times.
   - Identify options for ensuring continuity of training and procedures for case management, allowing for adequate numbers of trained staff and/or volunteers prepared for immediate activation of the system.
   - Review and adjust, if necessary, the trigger for activating the case management system in light of the experiences of 2008 and the program evaluation findings.
   - Engage 211 and the Iowa Concern Hotline as integral features of the disaster case management system. Formalize agreements with these entities as needed.
   - Strongly consider establishing a system to supplement public health and health care capacity through activating students in health and human services education programs, including establishing disaster provisions for legal and regulatory flexibility related to scope of practice.

2. Housing – State and local governments will place a high priority on ensuring availability of adequate, affordable housing and the ability of individuals and families to rent or purchase those homes.

   - Establish state policy for development and redevelopment in floodplains that is linked with the statewide floodplain and watershed management efforts, providing guidance to individuals and developers.
   - Provide funding and incentives to motivate private and non-profit market production at prices and standards of quality that meet long term energy efficiency and sustainability goals. This production would then be available to local communities.
   - Provide gap funding for production of affordable multi-family units.
   - Incent developers of new housing, homeowners, landlords, and others working with them to incorporate elements of universal design into dwellings. Incorporate elements of livability and walkability, when feasible, for areas of new and rebuilt housing.
   - Incorporate elements of energy efficiency, sustainable and green building, and smart growth in housing repair, redevelopment, and development. Promote energy efficiency rebates and other incentive programs.
   - Support local long-term recovery groups' identification of repair and production needs and efforts.

DRAFT FOR COMMISSION REVIEW ONLY

- Track and monitor development and return of housing stock to affected areas. Provide regular updates on the housing status, including analysis of the types of housing, location relative to hazard risk areas (including floodplains), affordability, and other data relevant to decision making and priorities for housing production.
- Review state and local policies that may expedite action in times of Presidential Disaster Declaration. Undertake efforts to create waivers, exceptions, or special conditions to benefit the response and recovery efforts for the next disaster.
- Provide modest assistance to stabilize family finances after the disruption of the disasters.
- Provide resources to families displaced by the disaster to enable them to repair or replace their homes. These resources may differ based on funding sources identified, extent of damage or displacement, and opportunities to provide immediate assistance.
- Support local housing trust funds to increase funding available for housing.

3. The state should provide incentives for Iowa's struggling small businesses, microenterprises, and non-profits for restoration and rebuilding of their businesses from this disaster and future major disasters.

- The state should create and support job and skills training and re-training vital to the economic growth of the state, as well as for businesses and Iowa's residents. As the state develops and recruits new industry, ensuring the availability of trained workers is essential. Workers affected by the disaster will benefit with quality jobs.
- Seek additional funds through federal appropriations designated for disaster economic transition training and re-training initiatives.
- Develop initiatives that integrate green building, smart growth measures, and energy efficiencies into the mainstream practices of rebuilding and in future construction.
- At the state level, develop a set of state contingency initiatives to provide support and assistance to small business, microenterprises, and non-profits that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the sitting Governor. Any policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated.
- At the state level, work with county and city leaders to develop a set of local contingency options to provide support and assistance to small business, microenterprises, and non-profits that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the Governor. Any state or local policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated. These options would be consistent from local jurisdiction to local jurisdiction and implemented by action of the local policymaking body.
- Develop and implement contingency initiatives for water and conservation practices, including a cover crop program, to be activated in affected areas when a Presidential Disaster Declaration is granted and the Governor issues an activation order.
- Adjust the caps and rules for state historic preservation grants during times of disaster to provide greater access by organizations in affected areas.
- Provide assignable tax credits for developers of infrastructure and commercial properties to aid in recovery from this disaster.
- Waive sales tax collections for materials purchased to rebuild Iowa's small businesses, microenterprises, and non-profits.

DRAFT FOR COMMISSION REVIEW ONLY

- Develop a handbook outlining the initiatives identified and eligible for activation according to established policy.

4. Infrastructure Investments – The state should lead in planning, establishing expectations statewide, and securing funding for infrastructure repair, rebuilding, and/or construction.

   - The state should complete a comprehensive infrastructure plan, including transportation, to provide strategic direction for infrastructure investments.
   - Develop state policy regarding incorporation of smart development principles, green building practices, energy efficiency measures, universal design, and livability appropriately into infrastructure initiatives.
   - Develop state guidance for incorporating safe rooms and other mitigation measures when constructing various types of public and private structures.
   - Support local assessment of landfill capacity and projected future requirements in light of the demand created by exceptional amounts of damage debris.
   - Provide personnel infrastructure to fulfill gaps in statewide capacity that are negatively impacting recovery at the state and local levels, e.g., DNR permitting, dam inspections, water testing, mental health, and public health surveillance.

5. The state should identify, create, and sustain funding options and provide flexibility for local and state governments to assist in rebuilding an even better Iowa.

   - At the state level, develop a set of state contingency initiatives to provide flexibility for local and state governments that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the sitting Governor. Any policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated.
   - Create a statewide disaster contingency fund available to cities, counties, and public educational institutions as a gap funding source for future disasters, i.e., an Evergreen Fund. An alternative to creating a new fund could be to allow access to the “Rainy Day Fund” for these same purposes.
   - Raise the current bond cap for local governments.
   - Allow local bond referendum vote percentages for passage to be 50% plus 1 for affected areas in a declared Presidential Disaster Area.
   - At the state level, lead an effort with county and city leaders to develop a set of local contingency options to provide flexibility for local governments that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the Governor. Any state or local policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated. These options would be available to all affected local jurisdictions, with the decision to implement any of the options resting with each local jurisdiction.

6. The state must invest in local emergency management agencies for the central coordination function and work in all areas of emergency management – preparedness, response, recovery, and mitigation – to achieve the baseline capacity needed to keep Iowa safer from future disasters.

   - The state will support and assist local emergency management agencies in expanding their capacity to perform the full scope of local emergency management responsibilities.

DRAFT FOR COMMISSION REVIEW ONLY

- The state will seek a specific plan from the Iowa Emergency Management Association (IEMA) on how best to support and fund local emergency management agencies so all counties meet minimal capacity and grant eligibility criteria.
- The state will seek resources to adequately fund and support work and activities of the local emergency management agencies.
- The state will participate with the Iowa Emergency Management Association and/or other stakeholders to compile a summary of the required and expected responsibilities of the Emergency Management Coordinator position to include, but not limited to statutory requirements, and compile information that demonstrates the capacity level of each county to fulfill these requirements.
- The state will participate with the Iowa Emergency Management Association to evaluate and determine an appropriate strategy for ensuring local emergency management has the capacity to fulfill its responsibilities to the citizens of its jurisdiction and the entire state.
- The state will participate with the Iowa Emergency Management Association in a public education initiative to emphasize the critical role and value of local emergency management in and for every local jurisdiction in Iowa.
- The state will participate with stakeholder organizations to encourage and promote membership and conduct enrollment in the Iowa Mutual Aid Compact.
- The state will strongly encourage school districts, AEAs, preschools, and institutions of higher education to participate in their local coordinated mitigation plan and suggest membership in the Iowa Mutual Aid Compact as a best practice.

7. The state should ensure policy and programs that sustain community identity, quality of life, and cultural heritage.

- Undertake a marketing initiative to show that Iowa continues to share its cultural heritage, conduct business, educate residents, and enjoy Iowa's quality of life.
- Develop a strategy for technical assistance and support of Iowa's cultural and historic institutions throughout recovery.
- Find alternative spaces for displaced cultural organizations and artists, and assist with the costs of acquiring those spaces.
- Increase the support of public art associated with construction of new and damaged buildings as well as maintenance of projects.
- Establish a greater state capacity to provide direct technical assistance and training for records management, preservation, and storage.
- Use Iowa's rivers and spaces as an asset to the community and state.

8. The state will lead in developing guidance for and support for integrated, regional planning to address recovery and leverage multi-jurisdictional strengths for ongoing initiatives.

- The state must provide seed resources and technical assistance for comprehensive regional planning.
- The state and local governments must engage public, private, and non-profit sectors in multi-jurisdictional planning.
- The state must work with the Iowa Association of Regional Councils (IARC) to assess each Council of Government's (COG) capacity to complete long term recovery and regional planning, seeking additional resources on behalf of the COGs to close gaps in capacity as an investment in regional planning.

DRAFT FOR COMMISSION REVIEW ONLY

- » In light of the increased focus on planning at the state, regional, and local levels, the state should strongly consider establishing a state resource devoted to integrating program and planning functions.

9. The state will move state policy forward and lead the discussion with regional and local interests on floodplain and watershed management.

    - » The state will provide funding and technical support to responsible regional and local entities and agencies to ensure existing floodplain management and hazard mitigation infrastructure located in Iowa is regularly inspected and maintained.
    - » The state will develop and adopt a core or base-level land use policy to protect Iowans from the impacts of flooding, based on current data and with involvement of local governments in the process.
    - » The state will form a multi-agency work group including representatives from regional watersheds and other key stakeholders to advise the state's initiatives in floodplain and watershed management.
    - » The state will seek opportunities to complete watershed studies for the primary watersheds across the state, leverage federal funding, and provide data and information by which strategic and planning decisions can be based.
    - » The state will take the lead, provide technical assistance, and support communities and regions in developing local land use policies and practices to support floodplain management and hazard mitigation.
    - » The state will take the lead in and provide incentives and resources for communities within the watershed regions of Iowa to convene in a regional approach to floodplain planning and management.
    - » The state will convene federal, local, and state program leaders with responsibilities for all related programs, from transportation infrastructure to recreational sites, to identify and align program requirements and coordinate their impact on the floodplain, again most effectively implemented within a watershed area. Once convened, leaders should make recommendations and plan for development and implementation.
    - » The state will provide incentives to property owners to encourage water retention.
    - » The state will develop and promote urban practices that reduce stormwater issues.

10. The state will complete floodplain mapping for the entire state. The state will pursue and implement the mapping process and related activities as expeditiously as is reasonable and practical.

    - » The state will continue its expedited planning for completion of floodplain mapping and establish guidelines for maintenance and updates of floodplain maps in the future.
    - » The state will fund the remaining components to complete the floodplain mapping process, including the aerial photography and delineation of the floodplain boundaries for Iowa rivers and streams.
    - » The state will seek and leverage non-state funds for as much of the floodplain mapping process as possible.
    - » The state will fund and require development of hydrologic modeling using these new data as a tool for floodplain management and for state and local decision making.
    - » The state will assess, update, and install the necessary gauges in the rivers to better track and respond to real-time river levels.
    - » The state will develop a statewide policy on smart development, including policy related to development within a floodplain.
    - » The state will promote use of the floodplain data and make it available to the public over the Internet.
    - » The state will develop a public education initiative around issues of floodplain mapping, what it means to individuals, flood insurance, and guidance on making wise choices.

DRAFT FOR COMMISSION REVIEW ONLY

- The state will work with organizations to develop and offer training for public officials on floodplain mapping and application of the data.
- The state will work with local communities and provide current information to assist them in making wise choices about participating in the National Flood Insurance Program.
- The state will review standard private homeowner insurance policies to identify and determine how to address issues of exclusions for such incidents as sewer back-up and will develop a means of informing and educating the public of associated risks from those standard exclusions.

11. Rebuild Iowa Office Roles and Responsibilities – The state must formalize the Rebuild Iowa Office and associated responsibilities related to the 2008 Disaster recovery.

    - The state must affirm the role of the Rebuild Iowa Office to provide leadership in Iowa's recovery from the tornadoes, storms, and floods of 2008.
    - The state must ensure transparency in the recovery process.
    - The state must develop strategic policy for recovery in cooperation with state agency partners and coordinate policy activities of recovery and rebuilding.
    - The state should provide a link and clearinghouse function for information about recovery efforts.
    - The state should provide leadership in recovery relationships, activities, and initiatives with local governments.

12. All involved agencies, governments, and interested parties should promote and support communications and outreach initiatives to educate and support Iowans as they recover and plan for future disasters.

    - **Progress Reports** – Provide information to the public on a regular basis about the status and progress of recovery, such as in the areas of housing, business and industry, and infrastructure. It is important to widely share the good news about Iowa's recovery.
    - **Individual and Program Outreach** – Public and targeted messages to inform Iowans of the availability of such programs as disaster case management services or Jumpstart for housing or small business assistance.
    - **Public Health Information** – After a disaster, there are often public health issues emerging about which the public has informational needs. Such topics may include water quality, air quality, illness and disease symptoms or exposure, vaccinations, and mental health services.
    - **Design and Conservation Information** – In the effort to rebuild to be prepared for the future, specialized professions and the public should begin to learn and think about incorporating such practices as smart development, retaining water where it falls in urban and rural areas, universal design, livable communities for people of all ages and abilities, energy efficiency, and other lifestyle issues.
    - **Personal Emergency Planning** – The state should design and implement a communication plan, educating the public on the importance of such personal practices as constructing a safe room in new buildings, safeguarding and preserving vital and essential records, understanding individual risk factors, and accepting personal responsibility for one's safety.
    - **Floodplain and NFIP** – The state should take the lead in explaining and educating Iowans about locating in or near floodplains, so they can make informed decisions. The state should also develop and deliver broad educational messages about flood insurance and how to decide if it is necessary in each individual case.

DRAFT FOR COMMISSION REVIEW ONLY

For Additional Information

For additional information on the issues, impacts, and specific ideas for implementing the above recommendations, go to the Rebuild Iowa Office website at www.rio.iowa.gov and read the following:

- Rebuild Iowa Advisory Commission's 45-Day Report to the Governor, September 2008
- Unified Task Force Report to the Rebuild Iowa Advisory Commission, October 2008
- Meeting notes from the ten individual Task Force meetings held in October 2008
- Task Force Reports from the ten Task Force meetings held in July and August 2008

DRAFT FOR COMMISSION REVIEW ONLY

DRAFT FOR COMMISSION REVIEW ONLY

Recovery – Iowa's Future

DRAFT

The recommendations in this 120-Day Report need to be adopted and carried through to completion. Iowa's future depends on it.

Recovery from the 2008 Disasters is first and foremost about Iowans. Whether or not they were directly impacted by the disasters, Iowans have expectations for recovery, and they are watching carefully to measure the progress. They want their state to rise above the challenges and make the necessary investments in the future.

The Rebuild Iowa Advisory Commission agrees that it is imperative for Iowa to move aggressively in its recovery priorities. The RIAC has outlined those priorities in this 120-Day Report, developed in response to the Governor's Executive Order Seven that called for a recommended vision for Iowa's recovery and strategies that would move toward that vision. However, in the eyes of Commission members who have focused their efforts since July 17 on these issues, these recommendations must take on a greater significance than simple inclusion in a Report.

Taken together, the 45-Day Report and the 120-Day Report compel action. In the 45-Day Report, the RIAC presented seven immediate recommendations to address those issues most critical in the weeks following the disasters. Ten recommendations were also included that outlined the RIAC's priorities for ongoing recovery efforts. Progress certainly was seen in those immediate areas of need, with recognition that the issues would not be solved immediately. The report developed during the RIAC's second phase of work shifts the attention from immediate tasks to those equally-critical issues of long-term recovery.

The 120-Day Report serves all Iowans – policymakers, businesses, non-profit organizations, cities and counties, and residents – as a guidebook to Iowa's future. It makes a strong case for action at all levels. Every Iowan has an interest in and obligation to contribute to Iowa's recovery so that the future is strong for Iowa's next generations, and all Iowans can find their direction from this Report.

The Rebuild Iowa Advisory Commission includes strong language in its report to underscore related messages:

- Iowa must never forget this disaster and its impacts on Iowans and the state.
- Iowa must never let this type of damage occur again.
- Iowa must invest in recovery so the state and Iowans are ready for the future, not just for "what was."

The vision for recovery for Iowa's future recognizes the inevitability of disasters of some type occurring with some regularity somewhere in the state. Iowa must be better prepared, and mitigation measures play a significant role. No matter what part of the state is affected or the magnitude of the disaster, recovery efforts now will improve the position of the state in the future.

There are notes of caution to be emphasized as well. The 2008 events caused such devastation for so many that it is not possible for the state to make everyone whole again. In fact, the RIAC suggests that state policymakers might engage in conversations to establish what they feel is the state's scope of responsibility for recovery. The RIAC agrees that the state should, at the least, ensure the basic human needs of Iowans, including a place to live, work, and raise a family.

Incorporating the lessons learned from disasters in the past 15 years into the current recovery activities will help ensure a statewide, all-hazards approach to the future of Iowa. Rebuilding Iowa to be better than before and to anticipate the changes in technology, energy, industry, and many other aspects of Iowa life carry with it policy implications. The RIAC welcomes and asks that policymakers undertake those difficult discussions to create state policy leadership in critical areas.

The recent developments in the housing industry and the subsequent economic downturn add to the challenges for Iowa's recovery. At the same time, they bring a potential for additional funding and focus on such needed areas as

DRAFT FOR COMMISSION REVIEW ONLY

jobs creation and infrastructure. The RIAC strongly urges policymakers at all levels to keep Iowa's recovery in mind as these proposals and funding decisions are made.

Problems and shortfalls were long-term concerns for Iowa even before the Disaster of 2008. Housing, including affordable and workplace housing, has been an issue in rural and urban areas alike for years. Priority and funding for public health services and monitoring often fell lower on priority lists at the state and local levels due to competing needs. "Iowa's crumbling infrastructure" is a phrase often heard to refer to such critical public assets as sewer systems, roads, and bridges. These examples are cited only as a reminder that not all of Iowa's challenges are a result of the disasters, but all still impact Iowans across the state. Rebuilding Iowa in a visionary way needs to also consider how to incorporate pre-existing needs in a way to position the state for success in the future.

As each Iowan forges ahead with the constancy of values and determination that have served Iowa well in the past, the Rebuild Iowa Advisory Commission sets out its findings and the lessons it has learned during the five months of recovery and Commission work to this point. One thing is clear. For Iowa to recover and anticipate the future, it will be a requirement that all stakeholders adopt new ways of working together with a greater vision, seek goals that encompass the needs of others as well as themselves, and always consider the longer-term impacts rather than immediate solutions. Organizations at all levels – from local non-profits to state agencies and elected officials – are called upon to take a new approach to Iowa's future.

These recommendations need to be adopted, and the time to start is now.

DRAFT FOR COMMISSION REVIEW ONLY

DRAFT FOR COMMISSION REVIEW ONLY

Vision for Long - Term Recovery

DRAFT FOR DISCUSSION

Vision for Iowa's Long-Term Recovery:

> **Iowans will thrive in a state that values, safeguards, and invests in its sustainable future, resilient communities, welcoming environment, vital economy, treasured lands and natural resources, rich cultural history, global role, and all of its people.**

Beautiful Land is hardly a description of much of Iowa in late May, June, and July 2008. Yet, even through the torn trees, the muck, and the ruin, Iowans did continue to see Iowa, the Beautiful Land. That optimism and determination symbolizes the vision for Iowa's recovery in the hearts of Iowans. Iowans cannot describe it in words, but know it is something more than they had before the disasters.

Even now, though many communities and areas of the state are returning to "near normal" in appearance, they are far from recovered. They continue to rebuild, one community at a time. The state should lead an aggressive recovery effort to ensure Iowa does not lose ground in its quality of life, economy, workforce, competitiveness, and in its people.

DRAFT FOR COMMISSION REVIEW ONLY

Recommendations and Strategies of the Rebuild Iowa Advisory Commission

DRAFT REVISION

The Rebuild Iowa Advisory Commission emphasizes the importance of the recommendations included in this section for a strong future of Iowa as it recovers from the devastating Disaster of 2008. As one of the nation's most significant disasters in recorded history, the state cannot afford to retreat in its intensity and focus on long-term recovery. These recommendations need to be adopted and implemented.

It is the intention of the RIAC to bring the challenging issues before Iowans. Difficult discussions and sensitive issues must be addressed for Iowa's future success. Responsibility for action must be placed squarely on state and local policymakers, community organizations, the private sector, and individual families so that together Iowa can thrive in the future.

At the same time, the RIAC recognizes the magnitude of the recovery. Some priorities will need to be established. Some of the recommendations will need to be implemented over time. But, the fundamental need remains and will grow without long-term, concerted, unified policy focus on the recommendations for all of Iowa.

The Commission appreciates the priority all Iowans have placed upon recovery, the efforts and progress evident in these first several months, and the commitment of Iowa's federal and state policymakers to Iowa's strength in the future. In the spirit of this dedication, the Rebuild Iowa Advisory Commission suggests it is imperative that policymakers strongly consider the RIAC's recommendations and strategies.

Only the most compelling of the many needs are included in these recommendations. They need to be acted upon.

The twelve recommendations are listed and explained in the following pages. A number of related strategies are presented to provide additional clarification and to suggest means by which the RIAC feels Iowa could address each recommendation. The RIAC reached consensus agreement that action on these recommendations is imperative for Iowa's future.

1. Individual Services and Guidance – Iowa will provide advice and support to individuals and families seeking assistance in making their way through the challenges of rebuilding their lives in a case management framework that has ongoing, lasting organizational capacity and processes in place to be sustained during non-disaster times.

Assistance, advice, referral, and support are common needs of those impacted by disasters. The Disaster of 2008 created exceptional need for these services and a recognition that coordination of services into a sustainable system was necessary, but difficult to organize and deliver immediately. Five months later, individualized assistance continues to be a great need as recovery continues and individuals and families face new challenges in their recovery. The state continues to develop the framework of a statewide disaster case management system.

In the immediate aftermath of a disaster, people are overwhelmed and may flounder in their efforts to obtain information and seek assistance. Some do not know there are programs that can assist them and others do not know where to go to find out what might be available. Many reports indicated that in the 2008 Disaster, navigating through the maze of agencies, programs, eligibility requirements, forms, and records was enough to keep some people from seeking assistance altogether. Stress and desperation contribute to poor decision making. Iowa must lend a hand to these people in need.

Services should be available to individuals, families, farmers, entrepreneurs, businesses, non-profits, and others, locally throughout disaster response and ongoing recovery periods. A disaster case management system should allow access in person at a "one-stop shop" type of facility easily accessed by people in affected areas. Telephone and Internet access should also be options. For the vast majority of people, disaster case management will serve as a referral and guidance service. For a small portion of people who, for various reasons, require

DRAFT FOR COMMISSION REVIEW ONLY

additional attention and support, disaster case management might take on the hallmarks of a human services model.

Types of services available must include, but not be limited to, housing, mental health, mental health first aid, health care, information on disaster assistance programs available, completion of applications for assistance, information on decision making that includes protection from falling victim to unqualified contractors and fraudulent practices, guidance on protecting and preserving important documents, and individualized services that help shortcut red tape to access assistance.

Reducing the frustration and stress for impacted Iowans necessarily increases the diversity of services needed within a disaster case management system and the level of coordination needed among those providing the various services. Efforts by the Rebuild Iowa Office to support long-term recovery committees in affected communities are a good initial approach to developing this critical system. The RIO also recognizes the need to sustain and maintain the disaster case management structure, trained human resources, and capacity statewide during non-disaster times.

The capacity to immediately call a disaster case management system into operation is a critical function required for future disasters. The current system of services remains important as Iowans continue to experience need during the prolonged recovery phase. The system that is created to serve Iowans must include criteria to trigger its activation in times of disaster.

Strategies for implementation of this recommendation include, but are not limited to:

- Determine the long term sustainability of and funding mechanisms for disaster case management capacity and systems.
- Determine the responsible coordinating entity during disaster and non-disaster times.
- Provide quality disaster case management services, with capacity to expand and transition to the types of services required by residents as they experience a prolonged recovery period.
- Develop and conduct a comprehensive evaluation of disaster case management services provided throughout the disasters of 2008 and recovery period. Use those findings to adjust and enhance the system.
- Convene stakeholders in the many services and supports provided by case management to provide input and assistance to the RIO in its planning for a system and infrastructure to maintain and improve case management through disaster and non-disaster times.
- Identify options for ensuring continuity of training and procedures for case management, allowing for adequate numbers of trained staff and/or volunteers prepared for immediate activation of the system.
- Review and adjust, if necessary, the trigger for activating the case management system in light of the experiences of 2008 and the program evaluation findings.
- Engage 211 and the Iowa Concern Hotline as integral features of the disaster case management system. Formalize agreements with these entities as needed.
- Strongly consider establishing a system to supplement public health and health care capacity through activating students in health and human services education programs, including establishing disaster provisions for legal and regulatory flexibility related to scope of practice.

DRAFT FOR COMMISSION REVIEW ONLY

2. Housing – State and local governments will place a high priority on ensuring availability of adequate, affordable housing and the ability of individuals and families to rent or purchase those homes.

Housing is one of the basic human needs, and in times of disaster, the state has a responsibility to aid residents in meeting basic needs. Immediate temporary shelter and permanent housing must be part of Iowa's long-term recovery investments to aid families impacted in 2008 and in ensuring new and future homes are safe and protected from future disasters of all types.

When disaster strikes and temporarily or permanently displaces people from their homes into shelters or to stay with family and friends, initial damage assessments may indicate that temporary housing will be required. At that point, the state's responsibilities are that of a partner in the efforts to meet immediate and longer term housing needs for those people in a housing crisis. The RIO has links and communication with other state agencies, local governments, and federal programs to track and report progress toward meeting immediate housing needs. State policy currently does not place the state "in the housing business," but as a convener, facilitator, and advocate for ensuring Iowans have temporary housing as quickly as possible in the recovery effort.

The state plays a key role in supporting development of permanent replacement housing. While the state itself does not construct or provide housing directly to those impacted by disaster, the state does play a critical role and must continue to place the highest priority on addressing housing needs. State programs can and should ensure there are quality and affordable homes for residents in neighborhoods and communities that reflect local governments' long-term visions and plans for their cities. Though housing decisions are made locally, the state must support these efforts through policies, programs, and financial tools to motivate the market to respond with timeliness in providing this housing. The current economic downturn adds layers of complexity to the challenge of ensuring the right kind of housing is available to those in need when and where they need that housing.

The 2008 Disaster demonstrated, in many communities across the state, the need for state level housing policy and assistance. Single family housing, whether owner-occupied or rented, and multi-family housing are critical needs. A gap emerged in assistance for the small landlords who have few resources in reserve for repair of their properties, so the families that occupied those homes could return. Mixed-use and mixed-income housing is in demand as a result of Iowa's aging housing stock; the Disaster of 2008 increased the severity of the situation in many parts of Iowa. Damage and destruction to historic homes in many communities create policy dilemmas about whether to invest in restoration and rebuilding of a community's heritage in areas that may suffer damages again from future events.

For recovery that achieves Iowa's vision, additional considerations enter the picture. Iowans must choose with care where to rebuild, considering the hazards and risks, and make informed decisions on where to locate or relocate their homes. Many await policy decisions by the state and local governments in order to make the decisions that are right for them in the long term.

One important consideration in policy development and in personal choice is the availability, cost, and coverage provided by homeowner insurance policies and flood insurance policies. Few people know or make housing decisions based on whether their potential home is located in a floodplain. The National Flood Insurance Program (NFIP) offers flood insurance in most situations, yet few residents are aware or take advantage of this program for a variety of reasons. This gap in protection for Iowans contributed significantly to the amount of uncovered costs in the recent disaster. While the answers are not clear, there must be attention paid to this issue as part of Iowa's recovery and to prevent repeating this situation.

Housing needs change as individuals, circumstances, and policies change. Policymakers must recognize the demographics and trends in Iowa's population and ensure housing policy reflects the needs of the future.

DRAFT FOR COMMISSION REVIEW ONLY

Design of housing that includes "safe rooms" as a severe storm mitigation feature is available and affordable. As the population ages and as the state seeks to attract and retain younger people, housing needs change. Homes incorporating universal design for people of all ages and abilities should be considered as part of livable and walkable communities. Communities and neighborhoods change as well. Services and amenities are expected nearby, often within walking distance. Environmental and energy considerations are also paramount to the vision for housing. Designing or redesigning neighborhoods and developments to retain water where it falls to reduce flooding and improve water quality, incorporating the natural terrain into the design, and including energy efficiency among standard construction features are emerging as priorities for future residential areas, whether urban, suburban, or rural.

Policymakers in state and local governments must also remember the impact of critical services on housing development, repair, or rebuilding. Without energy, education, municipal services, and other infrastructure, the case for investment in housing is less compelling for a given area.

Policy decisions regarding such issues as development and redevelopment in floodplains, energy efficiency, water retention, storm and sanitary sewer systems, and water quality have significant impacts on housing decisions and the level of risk families or developers can bear. The state should tackle these difficult policy discussions so that Iowans can have a basis for decisions about their housing.

The state role in supporting housing is to address key policy issues, sustain existing programs, and develop new programs that incent and challenge Iowans to produce the right kind of housing – single and multi-family – that fits with a community's vision, is safe, is affordable for mixed-income neighborhoods, and meets the anticipated needs for Iowa's future communities.

Strategies for implementation of this recommendation include, but are not limited to:

- Establish state policy for development and redevelopment in floodplains that is linked with the statewide floodplain and watershed management efforts, providing guidance to individuals and developers.
- Provide funding and incentives to motivate private and nonprofit market production at prices and standards of quality that meet long term energy efficiency and sustainability goals. This production would then be available to local communities.
- Provide gap funding for production of affordable multi-family units.
- Incent developers of new housing, homeowners, landlords, and others working with them to incorporate elements of universal design into dwellings. Incorporate elements of livability and walkability, when feasible, for areas of new and rebuilt housing.
- Incorporate elements of energy efficiency, sustainable and green building, and smart growth in housing repair, redevelopment, and development. Promote energy efficiency rebates and other incentive programs.
- Support local long-term recovery groups' identification of repair and production needs and efforts.
- Track and monitor development and return of housing stock to affected areas. Provide regular updates on the housing status, including analysis of the types of housing, location relative to hazard risk areas (including floodplains), affordability, and other data relevant to decision making and priorities for housing production.
- Review state and local policies that may expedite action in times of Presidential Disaster Declaration. Undertake efforts to create waivers, exceptions, or special conditions to benefit the response and recovery efforts for the next disaster.
- Provide modest assistance to stabilize family finances after the disruption of the disasters.

DRAFT FOR COMMISSION REVIEW ONLY

- Provide resources to families displaced by the disaster to enable them to repair or replace their homes. These resources may differ based on funding sources identified, extent of damage or displacement, and opportunities to provide immediate assistance.
- Support local housing trust funds to increase funding available for housing.

DRAFT FOR COMMISSION REVIEW ONLY

3. The state should provide incentives for Iowa's struggling small businesses, microenterprises, and non-profits for restoration and rebuilding of their businesses from this disaster and future major disasters.

Iowa simply must be open and remain open for business. With the vast majority of businesses in the state fitting the criteria of a small business, the potential for long-term damage from the current and future disasters to each business and to the state's economy is real. The recent economic slump adds impetus to Iowa's need to support for this sector.

An important element of small business is the special circumstances facing non-profits operating across the state. They may be in no position to seek loans, and they seldom have cash reserves to bridge even temporary losses. As was noted by one of the Task Force participants, "Non-profit does not mean non-essential."

Small businesses, microenterprises, and non-profits need the state's involvement to help them survive. Significant lost revenue has already occurred, and many small businesses expect they will never recoup those losses. Studies are underway to quantify the lost revenue, but data are not yet available. Iowa cannot stand by while these small entities incur debt that forces them out of business and out of Iowa's economy.

Communities are seeing and anticipating permanent changes to the fabric of their business, cultural, and social makeup. Reports include news of permanent closings of longtime family-owned businesses, which highlight the impact of the disaster. Loss of any business impacts the vitality of the community, as well as its sense of hope and prosperity. The Disaster of 2008 has and will continue to change our state, communities, and neighborhoods. Iowans expect state and local policymakers will take steps to ensure the final balance of change is positive for the long term.

Not only is this an issue of lost businesses and lost revenue, it is a lost jobs issue as well. The Disaster of 2008 immediately put many Iowans out of work, often those whose homes were also impacted by the disaster and could least afford to be displaced from their jobs at the same time. Some of those jobs will not return. The nationwide economic crisis is adding to the urgency of the jobs loss.

State support of job training and retraining is one answer. Another is state investment in building and infrastructure projects that create contracts for companies and jobs they would not otherwise have available. Policymakers must determine their actions to support the jobs component of Iowa's small business crisis.

The Rebuild Iowa Advisory Commission underscores its position first stated in the 45-Day Report to the Governor that small businesses, microenterprises, and non-profits must receive incentives and assistance. State and local policy must support those businesses at the heart of Iowa's economy.

Dozens of suggestions about how business could be supported were brought forward during this five-month process. The Rebuild Iowa Advisory Commission respects its role as an advisory body and is committed to supporting the policymaking process where the Governor's Office, state agencies, and the General Assembly create and enact the policy. Yet, the RIAC is not without its recommendations.

A centerpiece of business incentives and supports should be a careful review of all the actual and projected impacts on small enterprises – private or non-profit – and the state and local policies that either enable or restrict recovery and long-term success. Now, in advance of any disaster and in a bi-partisan spirit of doing what is best for Iowans, state policymakers must identify ways in which specific options are funded and made available to small businesses immediately upon a catastrophic event such as experienced in 2008.

DRAFT FOR COMMISSION REVIEW ONLY

The RIAC strongly recommends that this set of policy waivers, exceptions, or other pre-determined changes approved by the Legislature be activated only in areas where a Presidential Disaster Declaration has been issued and when the sitting Governor determines that catastrophic impacts warrant activating these measures. This landmark policy contingency would ensure that help flows to those most in need in an expedited manner. Not unlike the recommendation for activating the disaster case management system, the small businesses, microenterprises, and non-profits who feel the impact most acutely could quickly start on their path to recovery.

Examples of such temporary measures may include launching of a Jumpstart Small Business assistance program, opening or augmenting re-employment and job counseling services, providing assignable tax credits for commercial and infrastructure projects, and waiving sales tax for materials to rebuild a small business. Many others could and should be identified by stakeholders and state agencies that have responsibility in those areas.

The same type of contingencies could be identified and agreed-upon for local policies that could be eased or implemented by action of local policymakers. The RIAC strongly recommends that the state convene with county, city, and school district leaders to propose and discuss an approach to increase the flexibility of local jurisdictions.

Iowa's small business sector is the backbone of our economy. Policymakers are called upon to take bold steps to provide for the critical needs for assistance and flexibility in times of catastrophic disasters.

Strategies for implementation of this recommendation include, but are not limited to:

- The state should create and support job and skills training and re-training vital to the economic growth of the state, as well as for businesses and Iowa's residents. As the state develops and recruits new industry, ensuring the availability of trained workers is essential. Workers affected by the disaster will benefit with quality jobs.
- Seek additional funds through federal appropriations designated for disaster economic transition training and re-training initiatives.
- Develop initiatives that integrate green building, smart growth measures, and energy efficiencies into the mainstream practices of rebuilding and in future construction.
- At the state level, develop a set of state contingency initiatives to provide support and assistance to small businesses, microenterprises, and non-profits that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the sitting Governor. Any policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated.
- At the state level, work with county and city leaders to develop a set of local contingency options to provide support and assistance to small businesses, microenterprises, and non-profits that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the Governor. Any state or local policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated. These options would be consistent from local jurisdiction to local jurisdiction and be implemented by action of the local policymaking body.
- Develop and implement contingency initiatives for water and conservation practices, including a cover crop program, to be activated in affected areas when a Presidential Disaster Declaration is granted and the Governor issues an activation order.
- Adjust the caps and rules for state historic preservation grants during times of disaster to provide greater access by organizations in affected areas.

DRAFT FOR COMMISSION REVIEW ONLY

- Provide assignable tax credits for developers of infrastructure and commercial properties to aid in recovery from this disaster.
- Waive sales tax collections for materials purchased to rebuild Iowa's small businesses, microenterprises, and non-profits.
- Develop a handbook outlining the initiatives identified and eligible for activation according to established policy.

DRAFT FOR COMMISSION REVIEW ONLY

4. Infrastructure Investments – The state should lead in planning, establishing expectations statewide, and securing funding for infrastructure repair, rebuilding, and/or construction.

Damage to Iowa's infrastructure is staggering. Whether private, state, county, or city infrastructure, the state should lend support in planning and setting goals and expectations for infrastructure to meet future needs. Because of the high costs of infrastructure, the state already lags significantly in repairs and improvements, even without the impacts of the 2008 Disaster.

Iowans have seen water quality compromised by combined sewer systems, transportation costs soar from washed-out or unsafe rail and roadways, and challenges created from unimaginable amounts of debris requiring landfill space. Buildings, both public and private, have suffered damage.

Categorically, the scope of need is broad. Impacted infrastructure includes communications and utilities, water and wastewater, flood control facilities, landfills, agricultural infrastructure and grain handling facilities, parks and recreational areas, public buildings, public transit, railroads, and roads and bridges.

Funds to pay for infrastructure repair and improvements are a key challenge and are addressed in the next recommendation. Suffice it to say that the anticipated reduction in revenue collected at the state and local levels from income tax and property tax will add to the overall burden.

Policymakers will need to set priorities for infrastructure investments, developing a rationale for how best to address the need that far exceeds resources available.

The Rebuild Iowa Advisory Commission has taken an overarching view of issues, recognizing and highlighting the overlap and impacts that some issues have on others. Infrastructure does not stand in isolation as recovery activities, programs, and policies are considered. Quite the opposite, policy on floodplain development, return on investments, and the value for Iowa in preparing for a safe and prosperous future must enter the infrastructure discussion. Decisions on placement of infrastructure in a floodplain must be made at a policy level. Priorities will largely determine which infrastructure gets funded and rebuilt first. Jobs creation may emerge as a priority given the recent economic crisis.

The role of personnel infrastructure must also be considered. As federal funds dwindled and state agency priorities rested elsewhere, a number of ongoing responsibilities in state agencies have suffered. While the systems are in place, staffing to fulfill specific roles have been eliminated. Policymakers need to address the resources to allow the personnel infrastructure to function and support the progress in physical infrastructure. Examples of this shortfall are in the area of local and state public health. Disease monitoring during and following disasters lack personnel. Resources to staff and fund public health initiatives were sapped by the tetanus shot program during the disaster. Shortfalls in personnel for water quality monitoring and reporting resulted in lack of information and warnings issued in a timely manner. Dam inspections and construction permitting is at an all-time slow pace due to staff cuts. Many of these cuts and shortages are the result of restrictions on funding streams from federal or state programs, disallowing agencies the options of shifting staff to these programs. A fundamental policy and safety issue for Iowans, these personnel infrastructure issues should be identified and remedied.

Strategies for implementation of this recommendation include, but are not limited to:

- The state should complete a comprehensive infrastructure plan, including transportation, to provide strategic direction for infrastructure investments.
- Develop state policy regarding incorporation of smart development principles, green building practices, energy efficiency measures, universal design, and livability appropriately into infrastructure initiatives.

DRAFT FOR COMMISSION REVIEW ONLY

- Develop state guidance for incorporating safe rooms and other mitigation measures when constructing various types of public and private structures.
- Support local assessment of landfill capacity and projected future requirements in light of the demand created by exceptional amounts of damage debris.
- Provide personnel infrastructure to fulfill gaps in statewide capacity that are negatively impacting recovery at the state and local levels, e.g., DNR permitting, dam inspections, water testing, mental health, and public health surveillance.

DRAFT FOR COMMISSION REVIEW ONLY

5. The state should identify, create, and sustain funding options and provide flexibility for local and state governments to assist in rebuilding an even better Iowa.

County, city, and local education agencies have borne the brunt of cash shortfalls and budget constraints in rebuilding and repairing their infrastructure. With unexpected and unbudgeted expenses related to disaster preparation, response, and recovery, local budgets and available cash are coming up short. Time is required for assessment of damage and need, for application for assistance, and for the federal funds to begin to flow to local entities in reimbursement of their expenses. This creates a significant cash flow issue for many communities in times of disaster. It was and continues to be acutely felt by communities in the 2008 Disaster.

Additionally, certain state and local policies create constraints and disallow certain activities that may be fully appropriate and necessary in times of catastrophic disaster. Many suggestions came forward through the Task Force process as to how the state might provide flexibility to local governments in an expedited process.

Similar to the concept set forth to address needs of small business, the Rebuild Iowa Advisory Commission strongly recommends the state develop a set of contingency options that may be activated in times of catastrophic disaster. Again, using lessons learned from the 2008 events, agencies should identify the gaps and shortfalls along with specific recommendations for exceptions, waivers, or special rules for such circumstances. These issues are definitely not entirely related to funding and cash flow, but may focus on process and expedited timelines. These would be activated under clearly-defined circumstances, including a Presidential Disaster Declaration for the area and the sitting Governor determining that the level of catastrophic impact warranted implementation of these pre-determined allowances. A beginning and ending date would limit the application of these special allowances.

Examples of these options are plentiful, and readers may also wish to review previous reports of the Commission and Task Forces for additional detail. Of particular interest to the Rebuild Iowa Advisory Commission are provisions for an expedited design-bid-build process for construction projects, expedited process for jurisdictions to acquire abandoned property, adjustments to the allowable growth formula for school districts to protect revenue, pre-qualification of vendors, and to provide for personnel and costs of necessary health and environmental testing and reporting. These elements would be available to the state and local jurisdictions should they choose them.

The concept of development of a state disaster contingency fund was discussed at length, both by the RIAC and by a number of Task Forces, throughout the five-month process. Many believe a special disaster fund should be created and be accessible to local jurisdictions in much the same way the other allowances described in this section would be controlled. Others believe that the state's current "Rainy Day Fund" should serve that purpose to support local jurisdictions in their cash flow needs. Still others proposed that the local jurisdictions be allowed to borrow funds using the state's credit.

The primary issue remains the need of local jurisdictions to access funds to bridge their cash flow strains in times of catastrophic events. The related questions, including how such an arrangement would impact the local jurisdictions' eligibility for future federal funding, would need to be addressed in whatever policy might arise. The RIAC strongly recommends that state policymakers address the contingency fund issue on behalf of local jurisdictions, with clear policy to serve as a guide in future catastrophic disaster events.

Strategies for implementation of this recommendation include, but are not limited to:

» At the state level, develop a set of state contingency initiatives to provide flexibility for local and state governments that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the Governor. Any policy and rule exceptions, waivers, and adjustments should

DRAFT FOR COMMISSION REVIEW ONLY

be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated.

- Create a statewide disaster contingency fund available to cities, counties, and public educational institutions as a gap funding source for future disasters, i.e., an Evergreen Fund. An alternative to creating a new fund would be to allow access to the "Rainy Day Fund" for these same purposes.
- Raise the current bond cap for local governments.
- Allow local bond referendum vote percentages for passage to be 50% plus 1 for affected areas in a declared Presidential Disaster Area.
- At the state level, lead an effort with county and city leaders to develop a set of local contingency options to provide flexibility for local governments that would be activated in affected areas upon receiving a Presidential Disaster Declaration and an order for activation from the Governor. Any state or local policy and rule exceptions, waivers, and adjustments should be evaluated and established during non-disaster times so the assistance programs are ready to launch when activated. These options would be available to all affected local jurisdictions, with the decision to implement any of the options resting with each local jurisdiction.

DRAFT FOR COMMISSION REVIEW ONLY

6. The state must invest in local emergency management agencies for the central coordination function and work in all areas of emergency management – preparedness, response, recovery, and mitigation – to achieve the baseline capacity needed to keep Iowa safer from future disasters.

Capacity of local emergency management is critical to how local jurisdictions are able to handle disaster and emergency events. The Disaster of 2008 demonstrated that some counties were significantly better prepared and coordinated to respond and recover than others. Differences most often could be attributed to the capacity of the local emergency management agency.

As response shifted to recovery, some leaders indicated a need to review the capacity of local emergency management to fulfill its functions in preparedness, response, recovery, and mitigation. Historically, local emergency management has taken a back seat to other local demands with higher visibility, including roads and lower taxes.

All disasters truly are local. They occur at a local level and require coordinated preparation, planning, and response. Only when local resources are overwhelmed does the state become involved, and only at the request of the local officials. It is critical that local emergency management agencies have the staff and financial resources to fulfill their statutory and other required obligations and to be an active coordinator of the county's emergency management functions.

Emergency management has taken on greater prominence and value as significant disasters, including the Floods of 1993, focused attention on the critical functions provided by emergency management. Increased requirements for training, exercise, planning, and grants compliance have resulted in skyrocketing workloads. Yet funding has always been an issue related to the manner in which the budget is certified and the amount of funding necessary to support a local program in any given locale. Local emergency management recognizes the problem, and its statewide association has worked with limited success in coming to agreement on how to best address the capacity and funding issues.

The RIAC believes the issue of local capacity is of such importance that state policy and funding is imperative. The best approach is less clear, but the Iowa Emergency Management Association (IEMA) maintains an interest in the challenge. Solutions may be some combination of state statute and administrative rules defining the purpose, organization, and function of emergency management; defining standards of performance; and balancing expanding demands and responsibilities with declining federal grant funding. Simply, the state must begin to provide some level of support and resources for local emergency management functions to safeguard Iowans for the future.

Strategies for implementation of this recommendation include, but are not limited to:

- The state will support and assist local emergency management agencies in expanding their capacity to perform the full scope of local emergency management responsibilities.
- The state will seek a specific plan from the Iowa Emergency Management Association (IEMA) on how best to support and fund local emergency management agencies so all counties meet minimal capacity and grant eligibility criteria.
- The state will seek resources to adequately fund and support work and activities of the local emergency management agencies.
- The state will participate with the Iowa Emergency Management Association and/or other stakeholders to compile a summary of the required and expected responsibilities of the Emergency Management Coordinator position, to include but not limited to statutory requirements, and compile information that demonstrates

DRAFT FOR COMMISSION REVIEW ONLY

the capacity level of each county to fulfill these requirements.

- The state will participate with the Iowa Emergency Management Association to evaluate and determine an appropriate strategy for ensuring local emergency management has the capacity to fulfill its responsibilities to the citizens of its jurisdiction and the entire state.
- The state will participate with the Iowa Emergency Management Association in a public education initiative to emphasize the critical role and value of local emergency management in and for every local jurisdiction in Iowa.
- The state will participate with stakeholder organizations to encourage and promote membership and conduct enrollment in the Iowa Mutual Aid Compact.
- The state will strongly encourage school districts, AEAs, preschools, and institutions of higher education to participate in their local coordinated mitigation plan and suggest membership in the Iowa Mutual Aid Compact as a best practice.

DRAFT FOR COMMISSION REVIEW ONLY

7. The state should ensure policy and programs that sustain community identity, quality of life, and cultural heritage.

Iowa treasures its sense of community, the traditions of the historic agrarian life, the opportunities that contribute to a cherished quality of life, and the new and old vestiges of our ancestors and cultures. These same hallmarks of Iowa attract tourism, employers, returning young people, and immigrants. “Iowa is a great place to live, work, and raise a family” could well be the state motto.

The Disaster of 2008 tarnished Iowa’s image and wrought physical damage to many community and state treasures. The state should aggressively demonstrate through its policy and programs that Iowa will return and surpass its previous status for community and cultural heritage, inviting others to visit and stay to avail themselves of the quality of life, no matter where they find themselves within the state.

These are issues of high importance to Iowa’s disaster recovery. From the Aplington-Parkersburg High School to the Senior Center in Columbus Junction, the sense of community identity is threatened. Some losses go beyond the traditional gathering places to the historical cultural treasures that bind communities and attract tourism, such as the Ice House Museum in Cedar Falls or Czech Village in Cedar Rapids. Even enjoyment of the riverfronts must be revisited as a result of the flooding.

Some might question why this issue rises to the level of a separate recommendation. It is because these issues, and the organizations across the state that maintain our quality of life and cultural history, may fall through the cracks unless they are specifically identified. Not all of the state’s problems can be quantified. These are issues of quality and, to some, issues that go to the heart of what defines Iowa. The state cannot afford to allow them to slip away for lack of support at the state and local levels.

Perhaps not issues of immediate and primary importance to those facing housing, job, or business crises, they still are of significant long-term impact for Iowans, for the economy, and for the state’s history. The Rebuild Iowa Advisory Commission deferred recommendations about cultural heritage and records retention until this second phase of review. But, the time is now, during long-term recovery and priority setting, to ensure that these key issues of quality of life, heritage, and the very identity of Iowans are addressed.

Secondary impacts on tourism, economic development, workforce, population demographics, and other factors may drive policymakers to turn attention to this issue. Regardless of motivation, the Commission knows that state policy and programs must be in place to save and protect what makes Iowa the best place to live, work, and raise a family.

Strategies for implementation of this recommendation include, but are not limited to:

- Undertake a marketing initiative to show that Iowa continues to share its cultural heritage, conduct business, educate residents, and enjoy Iowa’s quality of life.
- Develop a strategy for technical assistance and support of Iowa’s cultural and historic institutions throughout recovery.
- Find alternative spaces for displaced cultural organizations and artists, and assist with the costs of acquiring those spaces.
- Increase the support of public art associated with construction of new and damaged buildings as well as maintenance of projects.
- Establish a greater state capacity to provide direct technical assistance and training for records management, preservation, and storage.
- Use Iowa’s rivers and spaces as an asset to the community and state.

DRAFT FOR COMMISSION REVIEW ONLY

8. The state will lead in developing guidance for and support for integrated, regional planning to address recovery and leverage multi-jurisdictional strengths for ongoing initiatives.

A long-term investment in and initiatives to address the underlying issues that resulted in so much damage in 2008 are mandatory for Iowa to progress economically as a state and to avoid repeating this year's experiences. They are so critical that the Rebuild Iowa Advisory Committee includes three recommendations to address them, each dependent on the others and necessary for Iowa's recovery and its future.

- State leadership and support in regional planning (Recommendation 8).
- State policy and leadership with regional and local parties on floodplain and watershed management (Recommendation 9).
- Completion of statewide floodplain mapping and related activities (Recommendation 10).

Some communities and regions come together and work jointly on certain initiatives. Yet, there is unequivocal unanimity in the call for multi-jurisdictional, regional planning across Iowa. There is also the recognition that achievement of success in such efforts is challenging, particularly if left to local jurisdictions to start from scratch in development of their process and plans.

The state will need to set the expectations for regional planning as the standard approach to planning for Iowa's future. Whether for jobs creation, economic development initiatives, education systems, public health outreach, public safety strategies, or emergency management, the Disaster of 2008 proved that communities are dependent on those around them and there is much to gain by a multi-jurisdictional approach. Regional comprehensive planning must be incented and required. Regional planning and joint initiatives must become the norm for Iowa. Certainly, this also applies to planning for flood mitigation and watershed management, a topic so critical it is addressed in a separate recommendation.

The state's role in guiding and supporting regional planning is to create an atmosphere of cooperation and fairness to reduce the very real fears of competition among jurisdictions within a region as well as from region to region. Areas across the entire state must be engaged in regional planning so that no community or area is isolated from the new standard approach. The state must accomplish this without usurping the local jurisdictions' responsibilities for their own decisions.

The state will also need to provide seed resources to assist regions with the costs of planning and as an incentive to adopt a regional approach for all planning efforts. Technical assistance in such forms as models, pilot projects, and expertise must be provided. The state can assist in fostering communications within regions and across the state to allow sharing of ideas and techniques as regions come together to plan and implement initiatives.

The state should make clear its expectations for regional planning to take on innovative initiatives and to reach beyond typical government planning efforts. Engagement of all jurisdictions, including school districts and private and non-profit stakeholders, in a meaningful and active role should be expected.

Councils of Government (COGs) have a history and significant role within their regions to support regional efforts. As the state requires regional planning, it should also include a responsibility for the COGs to support the planning, but not without providing them adequate resources to be successful.

DRAFT FOR COMMISSION REVIEW ONLY

Strategies for implementation of this recommendation include, but are not limited to:

- The state must provide seed resources and technical assistance for comprehensive regional planning.
- The state and local governments must engage public, private, and non-profit sectors in multi-jurisdictional planning.
- The state must work with the Iowa Association of Regional Councils (IARC) to assess each Council of Government's (COG) capacity to complete long term recovery and regional planning, seeking additional resources on behalf of the COGs to close gaps in capacity as an investment in regional planning.
- In light of the increased focus on planning at the state, regional, and local levels, the state should strongly consider establishing a state resource devoted to integrating program and planning functions.

DRAFT FOR COMMISSION REVIEW ONLY

9. The state will move state policy forward and lead the discussion with regional and local interests on floodplain and watershed management.

A long-term investment in and initiatives to address the underlying issues that resulted in so much damage in 2008 are mandatory for Iowa to progress economically as a state and to avoid repeating this year's experiences. They are so critical that the Rebuild Iowa Advisory Committee includes three recommendations to address them, each dependent on the others and necessary for Iowa's recovery and its future.

- State leadership and support in regional planning (Recommendation 8).
- State policy and leadership with regional and local parties on floodplain and watershed management (Recommendation 9).
- Completion of statewide floodplain mapping and related activities (Recommendation 10).

The state will determine the basic, foundation policy to guide and support local entities in floodplain and watershed management planning and decisions. The state cannot afford to allow the Iowa to remain vulnerable to future and repeated flood damage. Policymakers must determine that all of Iowa should undertake floodplain and watershed planning and management based on watershed areas. The state must also lead in those discussions and set clear expectations and parameters for regional efforts.

Local governments and private sector entities are waiting to know what the state will tell them they must do, where they can build, what requirements will be placed on them, and how they can be successful in an uncertain policy environment. It is made more difficult when there is no clear state policy from which to build. Local jurisdictions are leery of undertaking significant planning, risking some of their autonomy by working with neighboring jurisdictions, without some state guidance to level the playing field and establish goals.

The state could back off and defer to federal regulations, making federal guidance the default, but this approach would not lead Iowa forward in making its own future better. The state could take a wait-and-see approach to setting policy after the floodplain mapping is complete statewide, but this would waste precious time that regions need to devote to their priorities.

The state must move forward now with policy for regional floodplain and watershed management using the information we know now, the experiences of the past, and the goals for our future. Adjustments and adaptations can be made to the policy as more information becomes available. This recommendation must be implemented now.

Strategies for implementation of this recommendation include, but are not limited to:

- The state will provide funding and technical support to responsible regional and local entities and agencies to ensure existing floodplain management and hazard mitigation infrastructure located in Iowa is regularly inspected and maintained.
- The state will develop and adopt a core or base-level land use policy to protect Iowans from the impacts of flooding, based on current data and with involvement of local governments in the process.
- The state will form a multi-agency work group including representatives from regional watersheds and other key stakeholders to advise the state's initiatives in floodplain and watershed management.
- The state will seek opportunities to complete watershed studies for the primary watersheds across the state, leverage federal funding, and provide data and information by which strategic and planning decisions can be based.
- The state will take the lead, provide technical assistance, and support communities and regions in develop-

DRAFT FOR COMMISSION REVIEW ONLY

ing local land use policies and practices to support floodplain management and hazard mitigation.

- The state will take the lead in and provide incentives and resources for communities within the watershed regions of Iowa to convene in a regional approach to floodplain planning and management.
- The state will convene federal, local, and state program leaders with responsibilities for all related programs, from transportation infrastructure to recreational sites, to identify and align program requirements and coordinate their impact on the floodplain, again most effectively implemented within a watershed area. Once convened, leaders should make recommendations and plan for development and implementation.
- The state will provide incentives to property owners to encourage water retention.
- The state will develop and promote urban practices that reduce stormwater issues.

DRAFT FOR COMMISSION REVIEW ONLY

10. The state will complete floodplain mapping for the entire state. The state will pursue and implement the mapping process and related activities as expeditiously as is reasonable and practical.

A long-term investment in and initiatives to address the underlying issues that resulted in so much damage in 2008 are mandatory for Iowa to progress economically as a state and to avoid repeating this year's experiences. They are so critical that the Rebuild Iowa Advisory Committee includes three recommendations to address them, each dependent on the others and necessary for Iowa's recovery and its future.

- State leadership and support in regional planning (Recommendation 8).
- State policy and leadership with regional and local parties on floodplain and watershed management (Recommendation 9).
- Completion of statewide floodplain mapping and related activities (Recommendation 10).

Iowans across the state and in all walks of life know that the state absolutely must complete floodplain mapping using technologies, develop related hydrologic models, and install river gauges that bring the state to an acceptable level of capacity to understand risks, mitigate those risks, and better manage flooding events in real time. The Rebuild Iowa Advisory Commission concurs with the views of Iowans in stating the imperative for completion of this process.

The question is not whether floodplain mapping will be undertaken statewide, it is a matter of when, over what period of time, and which technology should be used.

The imperative for this initiative is seen across Iowa in the impacts of the Disaster of 2008 and those of the preceding 15 years.

A significant initial investment has been made by several state agencies in the Light Detection and Ranging (LiDAR) technology, which lends itself to a number of uses in addition to floodplain mapping. The justification for using this technology is strong, including the investment already made and the ability to develop floodplain maps with a high level of accuracy at a cost lower than other technology also on the market. Still, the cost of developing floodplain maps for all of Iowa is significant.

The Department of Natural Resources (DNR) has responsibility for floodplain and watershed management for Iowa. Experts at DNR are completing a proposed plan for floodplain mapping of the state and should be actively involved in establishing the course of action.

The process to develop floodplain maps is fairly straightforward. The process to seek FEMA approval of those maps for use in establishing boundaries for floodplains, requirements for carrying flood insurance, and eligibility for assistance in the event of a flood require additional steps and time.

The data gathered in preparation of the floodplain maps are of greatest use when used to also develop hydrologic models that can be used to forecast flood impacts and develop plans and policy accordingly. With the addition of river gauges along Iowa's waterways, these data and the modeling can help predict and manage actual flood situations.

This recommendation must be adopted and implemented as expeditiously as possible for the entire state.

DRAFT FOR COMMISSION REVIEW ONLY

Strategies for implementation of this recommendation include, but are not limited to:

- The state will continue its expedited planning for completion of floodplain mapping and establish guidelines for maintenance and updates of floodplain maps in the future.
- The state will fund the remaining components to complete the floodplain mapping process, including the aerial photography and delineation of the floodplain boundaries for Iowa rivers and streams.
- The state will seek and leverage non-state funds for as much of the floodplain mapping process as possible.
- The state will fund and require development of hydrologic modeling, using these new data as a tool for floodplain management and for state and local decision making.
- The state will assess, update, and install the necessary gauges in the rivers to better track and respond to real-time river levels.
- The state will develop a statewide policy on smart development, including policy related to development within a floodplain.
- The state will promote use of the floodplain data and make it available to the public over the Internet.
- The state will develop a public education initiative around issues of floodplain mapping, what it means to individuals, flood insurance, and guidance on making wise choices.
- The state will work with organizations to develop and offer training for public officials on floodplain mapping and application of the data.
- The state will work with local communities and provide current information to assist them in making wise choices about participating in the National Flood Insurance Program.
- The state will review standard private homeowner insurance policies to identify and determine how to address issues of exclusions for such incidents as sewer back-up and will develop a means of informing and educating the public of associated risks from those standard exclusions.

DRAFT FOR COMMISSION REVIEW ONLY

11. Rebuild Iowa Office Roles and Responsibilities – The state must formalize the Rebuild Iowa Office and associated responsibilities related to the 2008 Disaster recovery.

Recovery from the tornadoes, storms, and floods of the 2008 season is underway, but far from complete. In some regards, the recovery challenges are growing more complex as recovery continues. The widespread devastation across sectors and in 85 of Iowa's 99 counties calls for extraordinary efforts and coordination to affect a visionary recovery for the state. Iowa can ill afford to lose competitive ground in today's challenged jobs and economic markets.

The Rebuild Iowa Office was established to begin the recovery efforts, linking state agencies in the strategic discussions and decisions required to for steady progress. As individuals, families, businesses, farmers, non-profits, and local governments continue their efforts at recovery, the functions of the Rebuild Iowa Office in their support must be affirmed and formalized.

At the same time, it should be noted that the scope of the Rebuild Iowa Office is limited to recovery from the Disasters of 2008, and within several years, its role will likely diminish and be absorbed into other state agency efforts.

For the coming months and several years, however, the Rebuild Iowa Office should be assigned the responsibilities for strategic coordination of recovery, accountability to the state and the people of Iowa, and as a central resource for information and recovery policy.

Strategies for implementation of this recommendation include, but are not limited to:

- The state must affirm the role of the Rebuild Iowa Office to provide leadership in Iowa's recovery from the tornadoes, storms, and floods of 2008.
- The state must ensure transparency in the recovery process.
- The state must develop strategic policy for recovery in cooperation with state agency partners and coordinate policy activities of recovery and rebuilding.
- The state should provide a link and clearinghouse function for information about recovery efforts.
- The state should provide leadership in recovery relationships, activities, and initiatives with local governments.

DRAFT FOR COMMISSION REVIEW ONLY

12. All involved agencies, governments, and interested parties should promote and support communications and outreach initiatives to educate and support Iowans as they recover and plan for future disasters.

An abundance of lessons have been learned from the Disaster of 2008 and the months following. Emerging from these experiences are suggestions and important messages that should be shared with a variety of audiences and the general public. Throughout the Rebuild Iowa outreach, Commission, and Task Force process, issues were identified for public education and outreach that would be of great value in recovery, as well as in helping Iowans understand and make better decisions to protect oneself in the future.

This recommendation draws together a number of issue areas that should be addressed by appropriate public, private, and non-profit partners. The Rebuild Iowa Advisory Commission stresses the importance of these messages and that they be delivered in ways that will resonate with Iowans. Information should be provided when and where users can notice and apply it.

Public education must be presented in layperson's terms, related to their everyday lives, and appeal to the sense of individual, family, and community need. For example, messages should use more meaningful terms for 100-year and 500-year floodplain risks; refer to a 1% chance and 0.2% chance, respectively, of flooding each year. In another example, present the option to access mental health supports as a common need resulting from the stress of the disasters, rather than as a statistical or clinical argument.

Messages must also be crafted to fit the audience. Training for lenders, realtors, insurance agents, and community officials on the National Flood Insurance Program would be considerably different than public education messages for the public on the importance of deciding whether flood insurance is right for each individual.

While on-line notices, public service announcements, billboards, and paid ads may be effective in some instances and for some purposes, many Iowans receive trusted information in other venues. Government offices such as workforce, income maintenance, human services, or farm services may be better avenues to reach people. Public libraries, health clinics, schools, community colleges and higher education, coffee shops, local cafes, senior centers, and grocery stores are also venues where people often gather and have trusted relationships. For certain messages, professional associations or workplaces may be an appropriate delivery point.

Strategies for implementation of this recommendation include, but are certainly not limited to the following suggested categories and topics:

- **Progress Reports** – Provide information to the public on a regular basis about the status and progress of recovery, such as in the areas of housing, business and industry, and infrastructure. It is important to widely share the good news about Iowa's recovery.
- **Individual and Program Outreach** – Public and targeted messages to inform Iowans of the availability of such programs as disaster case management services or Jumpstart for housing or small business assistance.
- **Public Health Information** – After a disaster, there are often public health issues emerging about which the public has informational needs. Such topics may include water quality, air quality, illness and disease symptoms or exposure, vaccinations, and mental health services.
- **Design and Conservation Information** – In the effort to rebuild to be prepared for the future, specialized professions and the public should begin to learn and think about incorporating such practices as smart development, retaining water where it falls in urban and rural areas, universal design, livable communities for people of all ages and abilities, energy efficiency, and other lifestyle issues.

DRAFT FOR COMMISSION REVIEW ONLY

- **Personal Emergency Planning** – The state should design and implement a communication plan, educating the public on the importance of such personal practices as constructing a safe room in new buildings, safeguarding and preserving vital and essential records, understanding individual risk factors, and accepting personal responsibility for one's safety.
- **Floodplain and NFIP** – The state should take the lead in explaining and educating Iowans about locating in or near floodplains, so they can make informed decisions. The state should also develop and deliver broad educational messages about flood insurance and how to decide if it is necessary in each individual case.

DRAFT FOR COMMISSION REVIEW ONLY

For Additional Information

For additional information on the issues, impacts, and specific ideas for implementing the above recommendations, go to the Rebuild Iowa Office website at **www.rio.iowa.gov** and read the following:

- Rebuild Iowa Advisory Commission's 45-Day Report to the Governor, September 2008
- Unified Task Force Report to the Rebuild Iowa Advisory Commission, October 2008
- Meeting notes from the ten individual Task Force meetings held in October 2008
- Task Force Reports from the ten Task Force meetings held in July and August 2008

DRAFT FOR COMMISSION REVIEW ONLY

Rebuild Iowa Advisory Commission Process

DRAFT

In the aftermath of the severe weather and its widespread damages from the tornadoes, storms, and flooding of 2008, Governor Chet Culver established the Rebuild Iowa Advisory Commission (RIAC) and the Rebuild Iowa Office (RIO) as part of Executive Order Seven, signed on June 27, 2008, to oversee the strategic recovery efforts in Iowa and to coordinate the strategic policy efforts of state agencies as they address recovery issues. Lieutenant Governor Patty Judge serves as Executive Director of the Rebuild Iowa Office.

Executive Order Seven also charged the Rebuild Iowa Advisory Commission to oversee the Rebuild Iowa Office and to provide 45-day and 120-day reports to the Governor, Lieutenant Governor, and General Assembly on the impacts, immediate recommendations, and long-term recovery vision and strategies for the state of Iowa. Major General Ron Dardis, Adjutant General of the Iowa National Guard, serves as the Commission's chairman. The purpose of this 17-member bi-partisan Advisory Commission, including the ex-officio members, is to assist the Rebuild Iowa Office and the Governor by providing the vision, creativity, and leadership to identify, prioritize, and address the short-term and long-term issues of recovery. During development of the 45-Day Report and recommendations for immediate action, the Commission held five meetings in July and August to tour damage in affected parts of Iowa, receive updates on recovery progress, and receive input from citizens across the state. During the development of the 120-Day Report of the vision for long-term recovery and strategies to achieve the vision, the Commission held three meetings in October and November to deliberate on the scope of the recovery, develop the vision for recovery, and identify the strategies required to achieve a strong future position for the state. Their discussions were informed by a round of Task Force meetings designed to frame the long-term recovery issues.

Members of the Commission also serve as Task Force Chairs for the nine Rebuild Iowa Task Forces. The Task Forces were created in Executive Order Seven to help facilitate dialogue on complex recovery issues and make recommendations in focused issue areas of agriculture and environment, cultural heritage and records retention, economic and workforce development, education, floodplain management and hazard mitigation, housing, infrastructure and transportation, long-term recovery planning, and public health and health care. Because of the need to focus on distinct issues, the cultural heritage and records retention were split into two sessions, resulting in ten Task Force topical meetings in each phase of the process.

Task Force and Resource Group members were drawn from an all-volunteer pool of Iowans who expressed interest in serving the state during the disaster recovery efforts. Response was tremendous, with many more individuals volunteering than could be accommodated in the body of a Task Force. In an effort to engage the experience and capacity of all volunteers, the Resource Groups were created to provide additional subject matter expertise, presentations of key information, and additional input for consideration by the Task Forces.

During the 120-Day Report phase, each of the nine Task Forces and Resource Groups convened for its day-long facilitated work session in Des Moines, with cultural heritage and records retention meeting in separate sessions. These Task Force meetings were held October 7 through October 24, 2008. The focus of the Task Force meetings was to think about a vision of Iowa's future within the scope of each Task Force's issues; determine what must to be done to recover from the disasters of 2008; determine what should be done to experience long-term recovery and success in the next 10 – 20 years; and develop specific strategies to achieve those goals.

From the input, expertise, and discussions in these ten meetings, a Unified Task Force Report was submitted for consideration by the Rebuild Iowa Advisory Commission on October 31, 2008.

Nearly 500 Iowans serve and participated in the process to develop this 120-Day Report to the Governor during October and November 2008. A complete list of the Rebuild Iowa Commission, Task Force, and Resource Group members can be found at www.rio.iowa.gov.

DRAFT FOR COMMISSION REVIEW ONLY

Timeline of Rebuild Iowa Events and Activities – 120-Day Report Phase

Timeline of Rebuild Iowa Events and Activities – 120-Day Report Phase	
October 1, 2008	RIAC Meeting
October 7, 2008	Infrastructure and Transportation Task Force Meeting
October 8, 2008	Economic and Workforce Development Task Force Meeting
October 9, 2008	Agriculture and Environment Task Force Meeting
October 13, 2008	Public Health and Health Care Task Force Meeting
October 14, 2008	Housing Task Force Meeting
October 15, 2008	Education Task Force Meeting
October 20, 2008	Cultural Heritage Task Force Meeting and Records Retention Task Force Meeting
October 22, 2008	Floodplain Management Task Force Meeting
October 24, 2008	Long-Term Recovery Planning Task Force Meeting
November 6-7, 2008	RIAC Meeting
November 13, 2008	RIAC Meeting (Telephonic)

DRAFT FOR COMMISSION REVIEW ONLY

DRAFT FOR COMMISSION REVIEW ONLY

120 DAY REPORT

SAFER STRONGER SMARTER

DRAFT FOR COMMISSION REVIEW ONLY

Safer • Stronger • Smarter

RIO

Rebuild Iowa Office

rio.iowa.gov