

A PEER LEARNING FORUM OF THE NADO RESEARCH FOUNDATION: INNOVATIVE APPROACHES TO DISASTER RECOVERY AND ECONOMIC RESILIENCY

CEDAR RAPIDS MARRIOTT HOTEL CEDAR RAPIDS, IOWA JUNE 7 - 9, 2011

WITH SUPPORT FROM THE U.S. ECONOMIC DEVELOPMENT ADMINISTRATION

Regional Solutions, Partnerships and Strategies to Advance America's Economic Competitiveness and Quality of Life The NADO Research Foundation peer learning forum summary provides a brief snapshot of the event purpose, format and outcomes.

It outlines the existing roles being played by Economic Development Districts (EDDs) designated by the U.S. Economic Development Administration (EDA) in post-disaster economic recovery and resiliency, including policy, program and organizational barriers and opportunities that these organizations have faced after major economic disruptions.

It also examines emerging and potential leadership and technical assistance functions that EDDs should consider for the future, as well as discusses opportunities for NADO and the NADO Research Foundation to assist RDOs with stronger disaster resiliency planning and implementation throughout the country.

SUMMARY:

The National Association of Development Organizations (NADO) Research Foundation hosted a peer exchange of nine regional development organizations (RDOs)¹ involved in post-disaster economic recovery initiatives in Cedar Rapids, Iowa from June 7 - 9, 2011. All of the forum participants, representing six states (Florida, Iowa, Mississippi, North Carolina, South Dakota and Wisconsin), have been involved in rebuilding their regional and local economies following devastating hurricanes, floods, ice storms, tornadoes and other federally declared natural disasters in recent years.

The convening of RDO practitioners, all of whom represent organizations designated and funded as multi-county Economic Development Districts (EDDs) by the U.S. Economic Development Administration (EDA), focused on the existing and emerging roles being played by EDA Economic Development Districts in both post-disaster, long-term economic recovery and with pre-disaster economic resiliency strategies. In addition to the participation of regional development executives and planners, the event included a representative from EDA, an executive of a public-private partnership and RDO program managers and planners who work with transportation and emergency management in addition to community and economic development.

This forum summary provides a brief snapshot of the event purpose, format and outcomes. It outlines the existing roles being played by EDDs in post-disaster economic recovery and resiliency, including policy, program and organizational barriers and opportunities that these organizations have faced after major economic disruptions. It also examines emerging and potential leadership and technical assistance functions that EDDs should consider for the future, as well as discusses opportunities for NADO and the NADO Research Foundation to assist RDOs with stronger disaster resiliency planning and implementation throughout the country.

¹ Regional Development Organizations (RDOs) is the brand name used by NADO to reference a multi-jurisdictional, multi-purpose regional planning and development organization governed primarily by local government elected officials. RDOs are often known by many different names, such as Area Development Districts, Councils of Governments, Economic Development Districts, Planning and Development Districts, Regional Councils of Governments, Regional Development Commissions and Regional Planning Commissions / Councils. Of the nation's 540 RDOs, 383 are designated and funded as EDA Economic Development Districts (EDDs) to assist with regional comprehensive economic development strategies and program implementation.

FORUM OBJECTIVES:

The discussion began by participants agreeing to the following four objectives:

- Identify the potential roles and responsibilities of RDOs, including those serving as EDA
 Economic Development Districts (EDDs), in post-disaster economic recovery and resiliency
- Explore noteworthy practices and models for developing and integrating economic disaster resiliency strategies into existing regional and local development planning during predisaster or blue-sky periods
- Develop a peer learning network for regional development executives and practitioners involved with disaster recovery and resiliency work
- Strengthen the knowledge base and professional development tools needed for NADO and the NADO Research Foundation to support RDOs (including EDDs) in developing blue-sky disaster recovery and economic resiliency strategies as part of their overall regional development planning and implementation work

"Explore noteworthy practices and models for developing and integrating economic disaster resiliency strategies into existing regional and local development planning during pre-disaster or blue-sky periods."

SNAPSHOT OF RDO ROLES AND RESOURCES FOR DISASTER RECOVERY AND RESILIENCY STRATEGIES AND PROGRAMS

FLORIDA: For a number of years, Florida's 11 Regional Planning Councils (RPCs) have been working with state and local land use and emergency management planners on developing post-disaster redevelopment plans during blue-sky periods. All of the 11 RPCs in Florida are designated and funded as EDA Economic Development Districts.

The Tampa Bay Regional Planning Council, for example, was instrumental in supporting the



development of a state pilot project in which five counties and one city in Florida developed postdisaster redevelopment plans (PDRPs). Those PDRPs assessed local hazard vulnerabilities and recovery capacities and identified policy recommendations, action plans and roles for public and



private organizations to play in post-disaster economic recovery. The pilot project was the basis for the development of a Florida guidebook entitled *Post-Disaster Redevelopment Planning: A Guide for Florida Communities*, which has been recognized by the National Oceanic and Atmospheric Association (NOAA) and the Federal Emergency Management Association (FEMA) as a model for developing blue-sky, post disaster redevelopment planning.

Similar to many RDOs around the country, the Florida RPCs provide resources and expertise that are essential to developing a robust post-disaster and economic disaster resiliency plan. The RPC staffs offer essential resources including the following:

- 1) GIS inventory and mapping system to depict the region's land uses, employment types, critical infrastructure locations and staging areas
- 2) Economic models to simulate the losses and estimate the potential economic impact of an event that causes major economic disruption within a region
- Extensive regional economic and business development knowledge and the ability to convene stakeholders to participate in pre-disaster economic resiliency strategies as well as post-disaster economic recovery action plans

IOWA: As EDA-designated Economic Development Districts, the 17 regional Councils of Governments (COGs) in Iowa have been directly engaged in providing assistance to individuals, businesses and local governments since the floods that affected several regions of the state in 2008. With the support of EDA, U.S. Department of Housing and Urban Development (HUD) and other federal and state sources, each COG impacted by the floods hired temporary Disaster Recovery Coordinators (with EDA matching funds), expanded or capitalized business development loan funds to offer low-or no-interest loans to businesses and generally supported community recovery efforts.



Map of Iowa COGs

The COGs noted that the EDA-funded Disaster Recovery Coordinators are essential to their ability to communicate directly with those affected by disasters, manage disaster assistance provided through their organizations and coordinate with agencies and organizations also engaged in disaster assistance and long-term community recovery. Various representatives from the Iowa COGs commented that they want to explore other funding opportunities from both public and private sector sources to support a permanent COG disaster coordinator position. This would allow them to continue offering support for post-disaster redevelopment planning, business continuity training and other programs that might instill disaster resiliency across the state and within each region.

One of the primary lessons learned from Iowa is that the state typically follows a top-down leadership approach to disaster recovery. Following the 2008 floods and other related disasters, the Governor created the Rebuild Iowa Office (RIO) to coordinate and lead the state's post-disaster economic and community response. This action often added another layer of bureaucracy and red tape to regional and local recovery efforts, noted Iowa forum participants. At the same time, RIO partnered with the COGs in some cases to provide relief and recovery assistance in the more rural areas of the state.

MISSISSIPPI: The Southern Mississippi Planning Development District (SMPDD), an EDA-designated Economic Development District, provides essential services and data to help local business leaders, elected officials and stakeholders implement sound economic recovery strategies.



The SMPDD has utilized EDA funding and other resources to provide technical assistance, economic data, GIS planning and other essential services to local governments, business leaders and stakeholders engaged in developing strategic economic recovery strategies following Hurricane Katrina in 2005, Hurricanes Gustav and Ike in 2008 and the Deepwater Horizon oil rig explosion in 2010. The SMPDD is also a major supporter of a proposal to establish a Gulf Coast Disaster Solution Center at Stennis Space Center on the coast of the Gulf of Mexico along Mississippi. As proposed, the center would serve as a venue for product research, tests and demonstration exercises and structured technology commercialization to bring innovative disaster recovery technology to market. **NORTH CAROLINA**: The Southeastern Economic Development Commission (SEDCNC) serves as the EDA-designated EDD for the southeastern corner of North Carolina, a region influenced economically by large military facilities, coastal tourism communities and both metropolitan areas and rural communities. The region is familiar with the economic disruption resulting from economic shifts triggered by industry downsizing, public policy



decisions or shifts in global supply and demand. It has had to address major regional economic shifts prompted by the decline of the textile and tobacco industries. It has also been on the winning side of the most recent Base Realignment and Closure Act (BRAC), with the expansion of its two major military bases and employers. In addition, the region's EDA Comprehensive Economic Development Strategy (CEDS) now reflects applicable strategies for reinventing agriculture and other transitioning industries that could prove essential for any economic resiliency or postdisaster recovery planning in the region.

SOUTH DAKOTA: In 2008, the South Eastern Council of Governments (SECOG) utilized an EDA grant to develop projects to assist three counties impacted by the flooding that affected the Midwest. In addition, the EDA EDD assisted several member communities in its six-county region to employ EDA disaster funds for projects that included water and sewer infrastructure



repairs and to provide technical assistance to businesses in an effort to create jobs. SECOG also used more than \$225,000 in EDA disaster funds to recapitalize a revolving loan fund (RLF) for business expansion efforts in the disaster declared region.

WISCONSIN: The Southwestern Wisconsin Regional Planning Commission (SWWRPC) functions in a multistate region that looks to Dubuque, Iowa as its commercial market center. The EDD views its economic development and GIS professionals as its core competencies for how it serves its fivecounty region. In 2010, SWWRPC collaborated with EDA and FEMA to develop an Economic Flood Recovery Strategy that also promotes pre-disaster mitigation strategies designed to build resistant businesses and jobs in disaster-prone communities. The recovery strategy included business and revenue issue analysis and damage assessment from communities impacted by floods in 2008. The strategy emphasizes the need for swift recovery coupled with the promotion of local economic recovery efforts that support sustainable development principles and community resiliency.



COMMON THEMES AND FUNCTIONS

Overall, the NADO forum participants identified a number of specific roles and resources provided by RDOs (including those serving as EDDs) that are relevant to developing post-disaster recovery and economic disaster resiliency planning. These roles and responsibilities include:

- Provide local officials, business leaders and other community leaders with access to regional demographic, economic and hazard vulnerability data
- Develop technical expertise and economic analysis impact tools for conducting initial disaster impact assessments and long-term economic impact analysis
- Establish collaborative relationships with local government officials (including first-response providers, economic development professionals and local elected officials) and non-government organizations that may provide data, funding, technical expertise and other resources essential to intermediate and long-term economic recovery following a disaster event
- Offer grant writing expertise and technical assistance to regional and local entities, both for pre-disaster resiliency initiatives as well as postdisaster recovery efforts

"Develop technical expertise and economic analysis impact tools for conducting initial disaster impact assessments and long-term economic impact analysis."

 Establish familiarity with traditional economic and community recovery funding sources, including resources for business development assistance programs such as EDA's Revolving Loan Fund (RLF) program as well as private, nonprofit and philanthropic resources

- Encourage concepts and principles of economic resiliency strategies into the existing planning and development plans and activities of the region, including educating local government officials, business leaders and nonprofit organizations about the importance of thinking about issues associated with all-hazard mitigation planning
- Leverage the assets represented by RDO staffs that often have more experience in long-term recovery planning and have less staff turnover than their local government counterparts who are directly impacted by political elections and related policy changes
- Offer a neutral forum to convene diverse stakeholders and facilitate discussion and planning initiatives around the issues of economic resiliency preparedness and recovery

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ECONOMIC RECOVERY OBSERVATIONS

While no two economic disasters are identical, the forum participants recognized a number of commonalities that should be anticipated when preparing a disaster resiliency plan or implementing post-disaster community recovery. Among those commonalities mentioned were the following:

- Major disasters tend to exacerbate pre-existing economic conditions of affected communities
- Federal disaster assistance agencies (FEMA, EDA, U.S. Small Business Administration (SBA), etc.) tend to follow the lead of the local community and are there to support local and state priorities
- Communities that take the lead by having a post-disaster plan and an economic recovery team in place will have more control over the prioritization and implementation of recovery projects and funding of those projects
- The federal post-disaster recovery process is often cumbersome and disjointed, which is one major reason that the EDA EDD Regional Disaster Coordinator positions are so essential for short-term and long-range economic recovery efforts
- Every disaster and every subsequent recovery process is distinct
- The lack of leadership and frequent attrition of recovery support staff at the local level presents challenges to consistent and efficient long-term recovery planning from one disaster to the next
- Pre-disaster planning, economic recovery coordination and inter-organizational communication are essential to efficient and effective long-term economic recovery

- Most pre-disaster economic recovery and resiliency planning addresses most common or likely disasters (i.e. hurricanes along the Gulf Coast, flooding in the Midwest, tornadoes in the Southwest, forest fires in the West) and need to be expanded to an all-hazards approach
- "Sustainable Development" concepts and policies are both consistent with (e.g., prioritizing green space) and at odds with (e.g., high-density housing) with emergency management or disaster resiliency land use and mitigation planning concepts.

CHALLENGES

While there are many challenges to recovery from any major disaster or economic disruption in a community, the RDO representatives participating in the forum identified the following as specific hurdles they consider essential to address in order to improve their effectiveness in assisting long-term economic recovery:

- Lack of public awareness and understanding of the roles that RDOs (including those serving as EDA Economic Development Districts) play in regional planning and long-term economic recovery planning and implementation
- Branding confusion caused by a lack of consistency in organizational structure and names of RDOs is a major issue nationally and also statewide: Regional Development Organizations, Regional Planning Councils, Council of Governments, Economic Development Districts, Local Development Districts, Planning and Development Districts, etc.
- Difficulty in identifying common benchmarks to measure recovery in diverse economies. Appropriate metrics are dependent on the core economic composition of the region (e.g. agriculture, industrial, service based)
- Ability to address political and community conflicts regarding whether to rebuild everything as quickly as possible or to consider the opportunity to execute long-term economic development goals (*"Difficult to stand in front of the train," noted one participant*)

- Lack of a recognized method for identifying, establishing and sustaining (preferably, predisaster) a long-term economic recovery coordinating organization within most regions
- Ability to address the issues related to displacement and/or relocation of a population(s) that does not return to its community after a disaster and supporting the host communities that become the home of those displaced by a disaster
- Difficulty in planning cohesively, before or after a disaster, for a large region that encompasses counties with very diverse topographies, economic drivers, demographics and available recovery resources
- Inconsistent federal funding policies and resources for developing and executing postdisaster economic recovery plans, as well as insufficient funding for encouraging and supporting pre-disaster economic resiliency planning and actions
- Quarterly funding cycle adopted by EDA presents issues with post-disaster recovery funding unless agency approves special waivers (i.e., June 10 deadline at the start of hurricane season raises a question of whether EDA funding would be able to assist should a major hurricane make landfall during the peak of hurricane season in August or September)
- Failure to provide a case management system for business assistance programs in order to prevent potential fraud, duplication of benefits and great disparity in the ways in which businesses are determined eligible for funding
- Failure of the states to identify a consistent primary coordinator for long-term disaster recovery from one event to the next. The process can become politicized and can encourage inefficiencies, ineffectiveness and conflicts of interests in the long-term recovery process
- No primary source of information or established inventory of all government agencies and organizations that provide funding and have the authority to implement various disaster recovery roles

- Lack of funding for RDO (including EDD) staff members to focus on overall post-disaster and specific economic recovery planning and to liaise with local, regional and state emergency management agencies and other relevant recovery organizations
- Considerable lag time from identification of immediate economic and financial recovery assistance needs of communities and businesses with the actual federal allocation of resources
- Overcoming community complacency regarding disaster resiliency planning, particularly in regions that have not been impacted by a significant disaster in many years
- Declining availability of adequate property and business coverage insurance and a significant increase in insurance premiums and required deductibles in vulnerable communities
- Unpredictable or inconsistent program policies, application software and program guidelines add significant complexity and cost to applying for and administering public sector recovery assistance programs and project development

OPPORTUNITIES

With overcoming barriers to effective economic recovery in mind, the forum participants suggested the following opportunities for RDOs to effect improvement in the community disaster preparation, resiliency and recovery process:

- Disaster recovery activities offer a validation of the roles that RDOs (including those serving as EDDs) can play in disaster preparedness and economic recovery. RDOs should develop "After Action" reports that examine their activities after a disaster and document their essential roles in pre-disaster resiliency planning and post-disaster economic recovery
- Special supplemental or new federal, state and private sector funding made available to local communities impacted by disasters should prioritize projects that seize opportunities to accelerate economic strategies previously established in regional EDD Comprehensive

Economic Development Strategies (CEDS) and other regional and local economic development and growth management plans

- Communities impacted by disasters represent potential laboratories for research and development of technologies and policies that can support economic and community disaster resiliency (e.g., "The Solutions Center" proposed at the Stennis Space Center in Mississippi)
- RDOs could be key champions and facilitators to encourage each region to identify and formally recognize a long-term economic recovery coordinating organization long before a disaster occurs
- Disaster resiliency concepts and policies can be incorporated into the EDA CEDS process and other existing regional development plans in addition to and aside from local all-hazard mitigation plans required by FEMA

"Utilize the peer networks and the technical capacity of RDOs (including EDDs) to assist regions and local communities with post-disaster recovery initiatives and explore opportunities to incorporate economic disaster resiliency strategies during bluesky times."

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NEXT STEPS

Based on the discussion and information shared at the Cedar Rapids peer forum, NADO and the NADO Research Foundation will conduct research and explore opportunities to work with the RDOs (including EDDs) toward accomplishing the following objectives:

- Focus regions on pre-disaster / blue-sky resiliency planning for disasters that may cause major economic disruption
- Support RDOs in educating local and regional officials and private sector leadership on potential roles of RDOs (including EDA EDDs) in community and economic disaster resiliency planning and long-term post-disaster economic recovery strategies and actions
- Adopt a perspective of "It's not a matter of *if* but *when* a disaster will occur" and employ that perspective so that regional planning considers economic vulnerabilities to hazards and inventories the capacity of various institutions, industry groups and communities to recover
- Identify regional demographic and economic data that can serve as common measures or benchmarks of economic recovery progress (e.g., tax revenues, housing units rebuilt)
- Assist in developing a concise branding message (elevator speech) that communicates the diverse roles and value-added services that RDOs (including EDDs) can and are playing across the nation in both pre-disaster and post-disaster mitigation and recovery strategies and plan implementation
- Develop and share lessons learned and noteworthy practices examples and scenarios to assist RDOs in developing post-disaster and economic resiliency strategies for their regions
- Continue to offer webinars and other training opportunities for staffs of RDOs to learn principles and replicable strategies for developing post-disaster economic recovery plans during blue-sky periods

- Identify opportunities to incorporate disaster resiliency planning in regional and local planning activities, as appropriate and feasible, and to cross-train staff members to better enable them to support disaster resiliency planning before an event and post-disaster economic recovery following an event
- Work with the Business Civic Leadership Center of the U.S. Chamber of Commerce to explore the role of RDOs (including EDDs) to provide an RLF mechanism that could include private financial support for offering financial assistance to businesses impacted by a natural or man-made disaster or any major economic disruption
- Work with federal policymakers to amend national disaster recovery policy and development of the National Recovery Framework to propose that each state designate a primary coordinating agency or organization to oversee long-term economic and community disaster recovery

This memorandum was prepared by Mickie Valente, President of Valente Strategic Advisers, LLC with assistance from Matthew Chase, Executive Director of the NADO Research Foundation, Deputy Executive Director Laurie Thompson and Senior Program Manager Michael Bellamente.

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INNOVATIVE APPROACHES TO DISASTER RECOVERY: A PEER LEARNING FORUM

MARRIOTT CEDAR RAPIDS | 1200 COLLINS ROAD, NE | CEDAR RAPIDS, IA 52402

Sponsored by the U.S. Economic Development Administration under cooperative agreement 08-79-04379 with the NADO Research Foundation

PRE-FORUM READING MATERIALS:

Snapshot of EDA Disaster Recovery Investments to Economic Development Districts Florida Post-Disaster Redevelopment Plan Guidebook Post-Disaster Redevelopment Plan Literature Review

DAY ONE: Tuesday, June 7

2:30 pm	Event Registration
3:00 pm	 Welcome, Event Overview and Participant Introductions Michael Bellamente, Senior Program Manager, NADO Research Foundation Agenda and logistics
	Introduction to Forum Themes
	Mickie Valente, Valente Strategic Advisers
	 Innovative approaches to disaster recovery
	 Life after federal funding—project continuation
	 Integrating economic resiliency concepts into regional planning initiatives
	 Common ground: smart growth and economic disaster resiliency
3:30 pm	Setting the Stage: Where are We Now in Relation to Forum Themes?
	2-minute presentation from each participant
	 Identify one thing you want to learn from this forum
	 What are your organization's core competencies?
	 How is your organization engaged in pre-disaster
	preparation/resiliency planning?
4:00 pm	What Drives Your Organizational Goals and Activities?
	Group Discussion:
	 Defining what success means in recovery by identifying benchmarks and recovery metrics
	 How does funding determine your activities?
	 Collaborative initiatives to close gaps in disaster resiliency and
5:30 pm	recovery activities Session Wrap up and Review for Day Two
-	
6:30 pm	Networking Dinner

DAY TWO: Wednesday, June 8

8:00 am	Networking Breakfast
9:00 am	 Recap of Day One and Agenda for Day Two Mickie Valente, Valente Strategic Advisers Recap of opening session Goals for the day
9:30 am	 Tales from 2008 Iowa Floods Building partnerships to support economic recovery Jami Haberl, Safeguard Iowa Partnership Role of the regional council in disaster coordination and long-term recovery Doug Elliott, East Central Iowa Council of Governments (ECICOG)
10:00 am	 Disaster Simulation Exercise Scenario: Hurricane Phoenix Florida post-disaster redevelopment planning Mickie Valente, Valente Strategic Advisers
10:30 am	 Breakout Discussions Based on Simulation: What steps would the regional council take to prepare for Hurricane Phoenix: Pre-disaster? Post-disaster short-term? Post-disaster long-term (6 months and beyond)? In an ideal world, what plans, relationships and mechanisms would currently be in place in your region to address regional post-disaster issues? How can you leverage federal, private sector and nonprofit recovery funding to fill redevelopment and revitalization gaps? In what ways can regional councils be best utilized in a disaster scenario—Leaders? Conveners? Grant writers? Case workers?
12:00 pm	Off-Site Lunch Presentation: Cedar Rapids Long-term recovery success story
2:00 pm	 Major Hurdles in Getting the Job Done, Part I Individual Exercise: Write down the three biggest challenges to becoming a relevant player in regional disaster recovery (5 minutes) Write down the three biggest challenges your organization faces in developing actionable recovery and redevelopment plans that correlate with city, state and private sector plans (5 minutes)

• Group Discussion: Discuss and Rank Challenges

2:30 pm	The Role of the Regional Councils in Disaster Recovery
	Breakout Discussion:
	 What are the primary priorities and responsibilities of a regional council?
	 What alliances and partnerships will be most important to the regional council throughout the recovery lifecycle?
	 What strategies would you recommend to your board/local
	governments in terms of economic diversity, mitigation and
	community continuity planning?
	 Are you content with being the wizard behind the curtain instead of
	being the star of the show?
	 How do you overcome local politics?
	Group Discussion and Recommendations
3:30 pm	Major Hurdles in Getting the Job Done, Part 2
·	Group Discussion:
	 Tools of the trade—what are your assets?
	 Which vital resources are in short supply?
	 What funding streams have you found to be the most effective?
	 How can EDA and other federal agencies collaborate with you more effectively?
	 Does the state have a larger, more effective role to play?
	 Data and analysis needs and gaps?
4:30 pm	Overcoming the Hurdles: Forward Thinking Disaster Recovery and Rebuilding
	Breakout Discussion:
	 What are some innovative initiatives that regional councils can
	adopt to become a power player in the realm of disaster
	coordination and recovery?
	 Is there an opportunity for smart growth concepts to be integrated into disaster resiliency and recovery?
	 Learning from the past: Name two steps/actions that could be taken that would lead to quicker and better recovery next time there is a major economic disruption in your region.

• Group Discussion and Recommendations

DAY THREE: Thursday, June 9

7:30 am	Networking Breakfast Debriefing of Forum		
	8:30 am	Depart for off-site Mobile Workshop of EDA Disaster Recovery Investments Led by Tracy DeKoter and Doug Elliott, East Central Iowa Council of Governments (ECICOG):	
		Ovation Networks, Inc.	
		 Cedar Rapids Vineyards, LLC 	
	11:30 am	Hotel Checkout	
	Noon	Depart for Airport	



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