



# Recovery Federal Interagency Operational Plan

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## Introduction

The National Preparedness System establishes a consistent and reliable approach to achieve the National Preparedness Goal and prepare for the threats and hazards that pose the greatest risk to the security of the Nation. The National Preparedness System integrates efforts across the five preparedness mission areas—Prevention, Protection, Mitigation, Response, and Recovery—and includes a series of planning documents to enhance national preparedness. As part of this effort, the National Planning System integrates planning across all levels of government and with the private and nonprofit sectors around key capabilities that can be scaled, as needed, to provide an agile, flexible approach to prevent, protect, mitigate, respond, and recover.

The National Planning System includes the following elements:

1. A set of National Planning Frameworks that describe the key roles and responsibilities to deliver the core capabilities required to prevent, protect, mitigate, respond, and recover;
2. A set of Federal Interagency Operational Plans (FIOPs)—one for each mission area—that provides further detail regarding roles and responsibilities, specifies the critical tasks, and identifies resourcing and sourcing requirements for delivering core capabilities;
3. Federal department and agency operational plans to implement the FIOPs; and
4. Comprehensive planning guidance to support planning by local, state, tribal, territorial, and insular area governments, nongovernmental organizations, and the private sector.

This Recovery FIOP provides guidance to implement the National Disaster Recovery Framework (NDRF), which sets the doctrinal guidance for how the whole community builds, sustains, and delivers the Recovery core capabilities identified in the National Preparedness Goal.<sup>1</sup> It describes the concept of operations for integrating and synchronizing existing national-level Federal capabilities to support local, state, tribal, territorial, insular area, and Federal plans and is supported by Federal department-level operational plans, where appropriate.

### *Mission, Purpose, and Scope*

The Recovery FIOP describes how the Federal Government delivers eight core capabilities for the Recovery mission area. It is a plan that provides guidance for implementing the NDRF. The Recovery FIOP provides guidance for effective delivery of recovery support to disaster-impacted local, state, tribal, territorial, and insular area jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner while preserving the civil rights and civil liberties of all community members. The Recovery FIOP describes how Federal recovery field leadership—the Federal Coordinating Officer (FCO) and Federal Disaster Recovery Officer (FDRC)—and Recovery Support Function (RSF) agencies and related entities work in coordination with nongovernmental and private sector organizations to support local, state,

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<sup>1</sup> The whole community includes individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, state, tribal, territorial, insular area, and Federal). Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships.” Whole community includes all individuals, including people with disabilities and others with access and functional needs, families, households, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial, and Federal governments.

tribal, territorial, and insular area recovery efforts. The Recovery FIOP consists of a base plan and eight core capability annexes. The Recovery FIOP is built on the National Incident Management System concepts and principles and promotes the whole community as full partners in recovery operations and national preparedness activities.

The Recovery FIOP's concepts and principles are active at all times and it includes guidance for post-disaster recovery operations across all disaster event phases, including recovery preparedness activities. The plan is scalable, providing interagency structures and processes applicable to moderate- to large-scale incidents yielding a Stafford Act Presidential declaration, as well as large and small incidents that do not receive a Stafford Act declaration.

This FIOP also provides guidance on the integration and coordination of Recovery core capabilities and functions with those of the Prevention, Protection, Mitigation, and Response Frameworks and Interagency Operational Plans.

The Recovery FIOP and core capability annexes describe:

- The eight Recovery core capabilities as an organizing principle for Federal disaster recovery support;
- How the Recovery FIOP will integrate with the Prevention, Protection, Mitigation, and Response FIOPs and their corresponding coordinating structures;
- The organizational concept of the interagency recovery coordination structure in the field and how it relates to other field-level organizations;
- The post-disaster FDRC and RSF activation, deployment, and evaluation process;
- How the Federal interagency recovery coordination structure will adapt and interface with local, state, tribal, territorial, and insular area recovery organizational structures;
- The role of the Mitigation Advisor, Unified Federal Review (UFR) Advisor, and other advisors and program liaisons;
- The purpose and objectives of post-disaster recovery impact assessment and mission scoping processes;
- The process for coordinating RSF activities and facilitating the application of Federal Recovery core capabilities in support of impacted local, state, tribal, territorial, and insular area communities;
- The parameters for developing and implementing the Recovery Support Strategy (RSS);
- Considerations in determining the timeline for demobilization and transition to steady state operations; and
- The process by which RSF agencies use existing programs to enhance and leverage pre-disaster recovery preparedness and post-disaster recovery, mitigation, and resilience.

The scope of this FIOP is not limited to disaster-focused authorities and capabilities, but encompasses a larger scope of authorities as described within *Appendix III: Authorities and References*. Within this broader scope, Federal departments and agencies apply a capability or capabilities using steady state authorities before, during, and after an incident. Delivery of a capability or capabilities may be directly linked to an event. Application of the plan may also be indirect, as when a Federal department or agency shifts programmatic priorities predicated on conditions post-event.

## **Audience**

While this document is primarily intended to provide guidance and serve as a reference for Federal departments and agencies, other recovery stakeholders (e.g., local, state, tribal, territorial, and insular area governments; nongovernmental organizations; voluntary agencies; and the private sector) engaged in their own recovery planning will find this Recovery FIOP useful in enhancing their understanding of how the Federal Government will organize to provide recovery support under the NDRF and how their planning efforts can be complementary. To this end, the principles contained in Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans have been applied in the development of this document.

Federal departments and agencies will develop and maintain department-level operational plans, as necessary, to deliver capabilities to fulfill responsibilities under the NDRF and this FIOP. Departments and agencies may use existing plans, protocols, standard operating procedures, or standard operating guides for the development of such plans.

## **Recovery Core Capabilities**

The National Preparedness Goal identifies national “core capabilities” for each of the five mission areas (Prevention, Protection, Mitigation, Response, and Recovery). As defined in the National Preparedness Goal, core capabilities are the distinct critical elements necessary to achieve the National Preparedness Goal that operate at multiple levels of government. The eight Recovery core capabilities defined in the National Preparedness Goal are depicted in Table 1. After an incident, the RSFs coordinate delivery of the core capabilities at the Federal level in support of local, state, tribal, and territorial recovery efforts.

The Recovery FIOP includes eight recovery core capability annexes that describe how Federal agencies work together to support local, state, tribal, and territorial governments by delivering core capabilities during disaster recovery.

**Table 1: Recovery Mission Area Core Capabilities**

<b>Operational Coordination</b>
Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
<b>Planning</b>
Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
<b>Public Information and Warning</b>
Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as appropriate, as well as the actions being taken and the assistance being made available, as appropriate.
<b>Economic Recovery</b>
Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
<b>Health and Social Services</b>
Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
<b>Housing</b>
Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
<b>Infrastructure Systems</b>
Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
<b>Natural and Cultural Resources</b>
Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

The Recovery FIOP describes how Federal departments and agencies will partner with local, state, tribal, territorial, insular area, nongovernmental, and private sector partners to deliver the Recovery core capabilities within the range of their authorities, skills, and resources.

## **Science and Technology Coordination for the Delivery of Recovery Core Capabilities**

Science-based assessments of threats, hazards, vulnerabilities, and capabilities form the foundation for sound decisions about recovery investments that lead to the revitalization of infrastructure, health and social services, economic activity, and natural and cultural resources. The National Science and Technology Council Subcommittee on Disaster Reduction (SDR) coordinates interagency science and technology activities and investments that support the Recovery mission area core capabilities. SDR regularly assesses and identifies science and technology capabilities supporting Recovery



mission area core capabilities, gaps to achieving core capabilities, and actions to augment the application of science and technology capabilities. The Recovery Support Function Leadership Group (RSFLG) will actively coordinate with the SDR at the national level to facilitate the integration of best-available scientific and technological tools and information to augment the delivery of Recovery core capabilities.

### ***Situation***

The Strategic National Risk Assessment (SNRA) indicates that a wide range of threats and hazards continue to pose a significant risk to the Nation, affirming the need for an all-hazards, capability-based approach to preparedness planning. Risk is the potential for an unwanted outcome resulting from an incident, event, or occurrence, as determined by its likelihood and the severity of potential associated impacts. Risk is assessed based on applicable threats and hazards, vulnerabilities, and consequences. The SNRA also affirms the need for the Recovery FIOP to incorporate an all-hazards, capability-based approach to preparedness planning. The Recovery FIOP Concept of Operations is designed to be scalable to address the variety of different disaster incidents identified in the SNRA.

For the purposes of Recovery FIOP development, the impacts of the greatest threats and hazards were identified, analyzed, and combined to create an all-hazards operational environment for planning purposes. The subsequent disaster recovery effort will require the coordinated capabilities of the Nation, to include local, state, tribal, territorial, insular area, and Federal assets; public and private sector resources; nongovernmental organizations; and individuals at large.

During and after an incident, engaging the whole community is essential to national preparedness. Individuals and localities are key components in this engagement. With equal access to the pertinent knowledge and skills, all members of the community can contribute to national preparedness. Survivors within the impacted area may include people from religious, racial, and ethnically diverse backgrounds; individuals who do not read, have limited English proficiency (LEP) or are non-English speaking; individuals with disabilities and others with access and functional needs<sup>2</sup>, as well as individuals who live in the community and individuals who are institutionalized; older adults with and without disabilities; children with and without disabilities and their parents; individuals who are economically or transportation disadvantaged; pregnant women; individuals who have chronic medical conditions; those with pharmacological dependency; and owners of animals including household pet, service, and assistance animals. Their contributions must be integrated into preparedness efforts, including pre-disaster recovery planning, and their needs must be incorporated as the whole community plans for and delivers the core capabilities.

### ***Planning Assumptions and Critical Considerations***

The following information represents the planning assumptions and critical considerations used in the development of the Recovery FIOP.

- A catastrophic incident may occur with no or little warning.

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<sup>2</sup> Access and functional needs refers to persons who may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. Individuals in need of additional response assistance may include those who have disabilities; live in institutionalized settings; are older adults; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.

- A Presidential Major Disaster Declaration may or may not be issued under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), including concurrent response, recovery, and mitigation activities.
- For incidents that do not receive a Presidential declaration under the Stafford Act, the lead Federal response or recovery agency designated in law, regulation, or policy may appoint an FDRC to coordinate recovery activities.
- Local, inter- and intra-state, tribal, territorial, and insular area government mutual aid capabilities may be depleted and overwhelmed to exhaustion.
- Individuals in the affected disaster area may have disabilities or access and functional needs that may require physical, programmatic, and/or communications support or accommodation.
- Federal agencies, nongovernmental organizations, and businesses execute relevant support under their own authorities.
- Federal agencies will use established information sharing mechanisms to keep RSF Coordinating Agencies informed of relevant activities.

### **Critical Considerations**

- The activities and functions addressed in the Recovery FIOP may occur concurrently with those addressed by the other mission area frameworks and FIOPs.
- RSFs will not independently initiate RSF field operations without FDRC coordination.
- This Recovery FIOP attempts to avoid repeating concepts that are covered within the Prevention, Protection, Mitigation, and Response frameworks and FIOPs.
- In general, the FDRC, in conjunction with the FCO or other lead Federal official, will coordinate most field-level activities from the Joint Field Office (JFO). As such, the Recovery FIOP will not describe the logistical and administrative support functions offered within the JFO or similar offices and structures (e.g., area field offices or processing centers). Federal support may be provided from remote locations.
- The extent of Federal support will be based in part on existing statutory authorities and the availability and applicability of resources.
- Overall community health impacts are cross-cutting and will be considered during recovery planning and decision making by all RSFs.
- Emergency Support Function (ESF) #15 (External Affairs) coordinates the delivery of recovery core capability Public Information and Warning at the Federal level.
- Opportunities for increasing community resilience during recovery is strengthened by collaboration among stakeholders, including State Disaster Recovery Coordinators (SDRC), Tribal/Territorial Disaster Recovery Coordinators (TDRC), and Local Disaster Recovery Managers (LDRM). That collaboration can enable a broad understanding of the recovery needs and capability gaps, understand tools and resources available, develop and deliver quality data that increases public awareness of future risk, and identify priorities to make informed decisions with best available data.
- All references to disaster-impacted communities are inclusive of:
  - Individuals with disabilities and others with access and functional needs;

- Individuals from racially and ethnically diverse backgrounds, including people with LEP;
- Seniors, children, and members of traditionally underserved populations; and
- Animals, including household pets, service and assistance animals, companion animals, working animals, agricultural animals/livestock, wildlife, and other animals (see Appendix I: Definitions).

Note: Civil rights laws require equal access and integration of all individuals without discrimination on the basis of race, color, national origin, disability, and age.

## Concept of Operations

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The Concept of Operations outlines the overall mission objective for the Recovery FIOP, the organizational structure for Federal interagency recovery coordination, and the operational progression necessary for integrated Federal recovery support. Additionally, it describes how the incident-specific mission and organization may be defined to address the unique situation and facilitate recovery coordination with local, state, tribal, territorial, insular area, and nongovernmental organizations, including voluntary agencies and private sector stakeholders.

### *General Mission Objective*

Supporting local, state, tribal, territorial, and insular area governments in their pursuit of successful recoveries is the general mission objective of this FIOP. Each community, state, tribe, or territory defines successful recovery outcomes differently based on its circumstances, challenges, recovery vision, and priorities. With consideration for such incident-specific and local variances, successful recovery support includes, but is not limited to:

- Coordinating efforts to integrate the resources and capabilities of the Federal government to support the implementation of local, state, tribal, and territorial recovery priorities;
- Actively pursuing operational efficiencies between Federal agencies to enable a more unified, effective, and efficient recovery effort that is responsive to survivor and community needs; and
- Conducting mission activities in a way that respects and complements the capabilities and available time commitment of community stakeholders.

Specific objective targets for each Recovery core capability and the corresponding RSF, as applicable, are described in the FIOP core capability annexes.

### *Mission Area Integration*

Achieving the National Preparedness Goal requires the integration and linkage of the five mission areas: Prevention, Protection, Mitigation, Response, and Recovery. The primary relationship of the Recovery mission to the other four mission areas is depicted in Figure 1.



**Figure 1: Relationship of the Five Mission Areas**

Mission area integration factors are identified to help address interdependencies, interactions, and information relating to shared risk or vulnerabilities and coordination points between the Recovery core capabilities and the other four mission areas. Specific tactics and mechanisms to address the integration factors are included in the core capability annexes and/or procedural guidance for the individual RSFs and other supporting organizations. Integration factors are identified when core capabilities and other mission areas meet the following criteria:

- Have the potential to impact the other’s command, control, or communication systems;
- Operate concurrently;
- Provide or share resources and information; and/or
- Coordinate authorities for best/optimum utilization of resources.

**Table 2: Recovery Core Capability Integration Factors**

<b>Recovery Core Capability: Operational Coordination</b>	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Control access to crime scenes and preserve evidence potentially located within damaged and/or contaminated areas, which may impact access and timeliness for recovery activities.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Convene coordinating councils to develop common understanding of high priority national assets that have been damaged in a disaster and establish a coordinated process to enable protective improvements during recovery.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Provide, via the Mitigation Advisor (or, when one has not been deployed, the Mitigation Coordinator), connectivity to mitigation resources and concurrent activities.</li> <li>Leverage leadership at all levels to address the resilience of the economy, housing, natural and cultural resources, infrastructure, and health and social services during rebuilding.</li> <li>At the national level, coordinate issues and programmatic changes between the Mitigation Framework Leadership Group and the RSFLG.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Share resources and information with the National Response Framework (NRF) ESFs' organizational structures, including at the Division Supervisor/Branch level.</li> <li>Provide senior-level decision makers with information and data related to long-term recovery and economic impacts generated during response operations.</li> <li>Coordinate concurrent recovery operations with response operations, including the phase out of response functions.</li> <li>Support the establishment of long-term recovery groups with the assistance of voluntary agency liaisons.</li> <li>Provide issue-specific guidance regarding continuity of support as recovery progresses to nongovernmental and private sector organizations serving individuals with access and functional needs, such as individuals with disabilities, those from religious, racial, and ethnically diverse backgrounds, and people with LEP.</li> <li>Promote integration between division supervisors and FDRC representatives to effectively communicate and execute the recovery mission.</li> </ul>

<b>Recovery Core Capability: Planning</b>	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Ensure all available resources and response assets are identified and trained to fill relevant vulnerability gaps and meet evolving threats that may prolong recovery efforts.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Incorporate protection measures into recovery plans to harden targets and make communities more resilient.</li> <li>Analyze and describe the cascading effects of interdependent systems.</li> <li>Assess risk and threats/hazards identification to support and inform recovery operations.</li> </ul>

Recovery Core Capability: Planning	
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>▪ Ensure awareness of mitigation opportunities and issues in recovery plans via a Mitigation Advisor.</li> <li>▪ Use existing mitigation plans to inform recovery planning post-disaster.</li> <li>▪ Build upon community-based mitigation planning to inform pre- and post-disaster recovery planning.</li> <li>▪ Employ lessons learned during the recovery process to inform future mitigation actions and plans.</li> <li>▪ Apply mitigation initiatives and investments pre-disaster to reduce recovery resource requirements post-disaster.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>▪ Support response and recovery operational planning through the Incident Action Plan (IAP) process.</li> <li>▪ Coordinate the RSS and Incident Strategic Plan with the JFO Planning Section.</li> <li>▪ Use geographic information system mapping and analysis products to support recovery efforts.</li> <li>▪ Create links to resources to aid in the long-term recovery of the community through private sector liaisons.</li> <li>▪ Support the integration of social vulnerability issues and solutions with the assistance of long-term recovery groups.</li> </ul>

Recovery Core Capability: Public Information and Warning	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>▪ After a terrorist attack, manage the release of public information to protect ongoing investigative and intelligence activities in an effort to prevent follow-on attacks, save lives, and assist in the initiation of psychological support and other factors that contribute to the recovery of society from a collectively experienced event<sup>3</sup>.</li> <li>▪ When a follow-on threat is identified, provide timely, actionable information to the public to save lives.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>▪ Coordinate information on critical infrastructure with interagency operational coordination centers.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>▪ Communicate mitigation concepts to community officials, homeowners, nongovernmental organizations, and private sector owners, operators, and managers.</li> <li>▪ Capitalize on the critical post-disaster window of opportunity to influence public opinion to take steps toward mitigation and resilient rebuilding.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>▪ Inform local, state, tribal, territorial, and insular area elected and designated officials on the availability of recovery programs.</li> <li>▪ Re-establish sufficient communications and other infrastructure within the affected areas to support recovery initiatives.</li> <li>▪ Provide communications support to local, state, tribal, territorial, and insular area governments with recovery communication needs.</li> <li>▪ Ensure ESF #15 coordinates recovery information management requirements with FDRCs and RSFs.</li> </ul>

<sup>3</sup> See the National Incident Management System Intelligence/Investigations Function Guidance and Field Operations Guide: <http://www.fema.gov/media-library/assets/documents/84807>

Recovery Core Capability: Economic Recovery	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Ensure crisis response planning considers the mitigation of significant economic loss.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Promote innovative approaches and solutions to address preparedness, mitigation, and resilience issues within the business community before a disaster strikes.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Work at all levels to create disaster resistant economies and incentivize private sector and individual pre-disaster economic preparedness activities and mitigation.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Link to ESFs #1 (Transportation), #2 (Communications), #3 (Public Works and Engineering), #10 (Oil and Hazardous Materials Response), #11 (Agriculture and Natural Resources), and #12 (Energy), and the FEMA Private Sector Coordinator.</li> <li>Coordinate with ESFs to determine how waivers granted by their member agencies during the response phase may have an impact on economic recovery.</li> <li>Coordinate with ESF #12 (Energy) as they analyze and model potential impacts to the electric power, oil, natural gas, and coal infrastructures; analyze the market impacts to the economy; and determine the effect the disruption will have on other critical infrastructure.</li> </ul>

Recovery Core Capability: Health and Social Services	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Identify public health, medical, behavioral health, and social services implications of potential incidents.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Promote innovative approaches and solutions to address preparedness, mitigation, and resilience issues before a disaster strikes.</li> <li>Provide protection for health, including vaccination programs and pre-disaster disease management and community health assessments.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Develop community infrastructure to support healthy environment and healthcare access.</li> <li>Identify vulnerable healthcare and social service institutions for mitigation projects to ensure continuity of service provision and reduce subsequent disaster impact.</li> <li>Utilize the health impact assessment process to help inform and guide mitigation activities leveraging community health improvement plans.</li> <li>Promote public health best practices and coordinate behavioral health capabilities during pre-disaster recovery planning.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Coordinate with ESFs #3 (Public Works and Engineering), #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), #8 (Public Health and Medical Services), and #11 (Agriculture and Natural Resources) and partners such as Regional Disability Integration Specialists to provide early situational awareness and ongoing data on the operational status of health and social service networks, support planning in identification of long-term recovery challenges, and facilitate transition of services provided through Federal response operations to state or locally administered steady-state programs.</li> <li>Conduct health and safety hazard assessments; disseminate guidance and resources to inform environmental health and safety practices for response personnel and affected populations.</li> <li>Monitor Behavioral Health grants if implemented and support surveillance and monitoring efforts for the need for continuation or initiation of Behavioral Health support.</li> <li>Identify key partners and individuals with access and functional needs in recovery planning.</li> </ul>

Recovery Core Capability: Housing	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>▪ No additional integration factors.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>▪ No additional integration factors.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>▪ Incorporate accessibility, resilience, sustainability, and mitigation measures into identified housing recovery strategies.</li> <li>▪ Promote and broaden use of natural hazards and catastrophic insurance.</li> <li>▪ Support the adoption and enforcement of a suitable building code to ensure resilient housing construction.</li> <li>▪ Provide technical assistance and programmatic assistance to homeowners and landlords for resilient residential rebuilding.</li> <li>▪ Provide National Flood Insurance Program (NFIP) data on insured and uninsured losses, repetitive losses, severe repetitive losses, and substantial damages to improve understanding of funding gaps and mitigation opportunities in housing recovery.</li> <li>▪ Develop architecturally appropriate and accessible residential plan templates and neighborhood pattern books.</li> <li>▪ Develop community risk profiles and guidance on integrating mitigation into residential rebuilding.</li> <li>▪ Provide NFIP data on repetitive losses, severe repetitive losses, and substantial damage designations to tipping points of opportunity for neighborhood-wide residential resilient rebuilding.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>▪ Coordinate with ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and Human Services) and ESF #11 (Agriculture and Natural Resources) and provide relocation assistance for the smooth transition of survivors from sheltering and interim housing (including physically accessible interim housing for individuals with disabilities and others with access and functional needs and pet-friendly housing for disaster survivors with household pets) to permanent housing as quickly as possible.</li> <li>▪ Identify strategies and options that address a broad range of disaster housing issues in conjunction with the State-led Housing Task Force members and the provision of input into the Disaster Housing Strategy.</li> <li>▪ Identify opportunities to leverage temporary housing site construction to establish permanent infrastructure for housing in desirable locations.</li> <li>▪ Identify the requirements for direct housing missions, alternative housing options, and synchronizing government assistance programs.</li> </ul>



Recovery Core Capability: Infrastructure Systems	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>Ensure crisis response plans for terrorist attacks upon infrastructure are current and meet the existing threat.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>Integrate national-level data with local-level data (Office of Cyber and Infrastructure Analysis).</li> <li>Provide situational awareness on critical infrastructure through Protective Security Advisors located across the country.</li> <li>Maintain secure access and physical protective measures, including hardening as appropriate, for critical infrastructure, key nodes, and systems.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Incorporate resilience and sustainability measures into identified strategies.</li> <li>Leverage the Hazard Mitigation Grant Program and other funding sources with FEMA funded Public Assistance (PA) projects to support the implementation of alternate and improved projects that increase capacity and/or improve resilience.</li> <li>Plan for redeveloping community infrastructure that contributes to resilience, accessibility, and sustainability and can help mitigate potential vulnerabilities.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Initiate critical infrastructure restoration prioritization during response with ESFs #1 (Transportation), #2 (Communications), #3 (Public Works and Engineering), #10 (Oil and Hazardous Materials Response), #11 (Agriculture and Natural Resources), #12 (Energy), and #13 (Public Safety and Security).</li> <li>Re-establish critical infrastructure within the affected areas to support recovery activities.</li> <li>Provide assistance to the private sector in restoring infrastructure by facilitating access and security with state authorities.</li> <li>Provide more detailed infrastructure analysis through the National Infrastructure Simulation and Analysis Center.</li> </ul>

Recovery Core Capability: Natural and Cultural Resources	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>No additional integration factors.</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>No additional integration factors.</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>Promote the principles of sustainable and disaster resistant communities through the protection of coastal barriers and zones, floodplains, wetlands, and other natural resources critical to risk reduction.</li> <li>Promote activities that cultural institutions can pursue to develop and implement strategies for the protection of cultural collections and essential records.</li> </ul>
<b>Response</b>	<ul style="list-style-type: none"> <li>Coordinate information sharing with ESF #11 (Agriculture and Natural Resources) regarding the development and application of measures and strategies to protect, preserve, conserve, rehabilitate, recover, and restore natural and cultural resources.</li> <li>Coordinate activities and information with ESF #10 (Oil and Hazardous Materials Response) specific to environmental contamination, including activities associated with hazardous waste collection, monitoring disposal of debris containing oil or hazardous materials, water quality monitoring and protection, and air quality.</li> <li>Support early protective measures that promote the long-term survivability of delicate/sensitive cultural records or resources.</li> </ul>

A more complete description of the other mission areas can be found in the Prevention, Protection, Mitigation, and Response Frameworks and FIOPs.

### Organizational Structures for Recovery Coordination

The NDRF establishes the overarching coordinating structure to enhance recovery collaboration and coordination in support of disaster-impacted communities. The Recovery FIOF provides a more detailed organizational structure to execute the Recovery core capabilities after a disaster incident.

Figure 2 provides a conceptual depiction of the key components of a typical interagency recovery coordination structure managed by the FDRC and its relationship to the FCO, State Coordinating Officer (SCO), and SDRC. The components of this coordination structure will vary depending on the scale and type of recovery support needs. Not all RSFs will be needed or appropriate to support every operation, nor will all of the other organizational components be necessary for every operation.

Once appointed by the FCO, FEMA Regional Administrator, or designated lead agency, the FDRC has the responsibility to establish an interagency recovery coordination structure that is most appropriate to address the recovery issues and needs of local, state, tribal, territorial, and insular area jurisdictions and their respective recovery organizational structures.

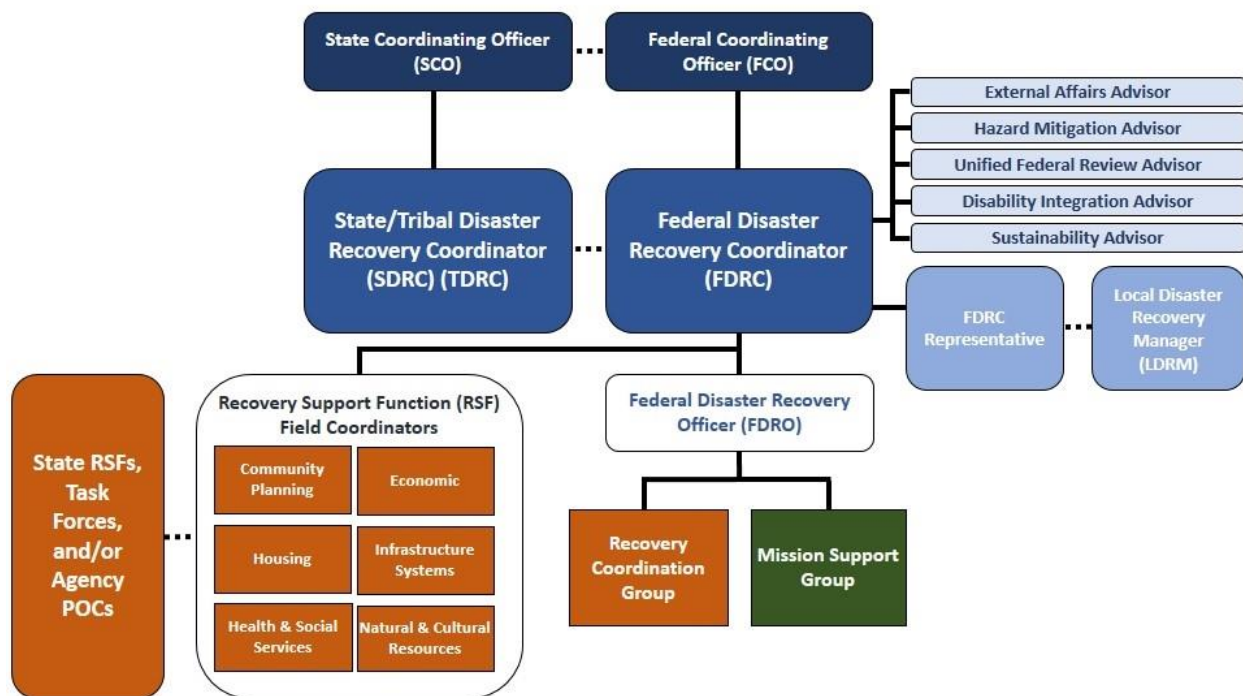


Figure 2: Interagency Recovery Coordination Structure

### Adapting to the Scope and Scale of Disaster and Support Needs

The interagency recovery coordination structure is adaptable to meet the unique needs of a disaster and region. This allows Federal recovery support to be responsive to a wide range of recovery needs. In large part, establishing an appropriate management structure will be a function of the extent of recovery needs and the capacity of communities to meet those needs. The FDRC may activate only a

few RSFs to address the more narrow needs of a less complex disaster, while all six RSFs would activate after a large or catastrophic incident. The coordination structure may be composed of only those RSFs that have the most relevant authority, expertise, and resources for the disaster recovery needs.

If necessary, the FDRC will adapt Federal interagency recovery coordination efforts to better align with the organizational structure adopted by the impacted government to interface effectively with the local structure, needs, and priorities. For example, if the state structure includes both a transportation and a dams/levees task force, the Federal Infrastructure Systems RSF would align itself to coordinate with both task forces. The FDRC may also establish special issues task forces (e.g., Watershed Task Force, Beaches Task Force). The FDRC and RSFs will capitalize on pre-disaster efforts initiated by the region and their recovery partners to inform post disaster support.

For incidents that do not receive a Presidential disaster declaration, the lead Federal response or recovery agency designated in law or regulation may appoint an FDRC to coordinate interagency recovery activities. In such cases, the lead Federal agency will have the flexibility to apply this structure as they deem necessary to inform the lead Federal official and strengthen the Federal recovery support effort. As demonstrated by USDA's leadership of the interagency in response to the 2012–2013 drought, an FDRC may be appointed by a lead agency to convene interagency partners and coordinate recovery activities across multiple states.

### ***Operational Roles and Responsibilities***

The Recovery FIOF describes the interagency recovery coordination efforts led by the FDRC. Short-term recovery operations and program execution are managed by the JFO Operations Section as described in the Response FIOF. The FDRC is responsible for coordinating between the Operations Section and the interagency recovery coordination elements.

While the FCO and JFO are activated, the FDRC reports to the FCO and is primary advisor to the FCO on all recovery issues. The FDRC coordinates closely with the Operations Section, RSF Field Coordinators, and national core capability leads to ensure all appropriate Federal programs are represented within the interagency recovery coordination structure. As the FCO and JFO are deactivated, the FDRC shifts coordination efforts appropriately to maintain effectiveness of Federal recovery support.

The FDRC and SDRC consult with, and are advised by, the RSF Field Coordinators. To ensure the maximum visibility of RSF operations and coordination, the RSF Field Coordinators are involved in all appropriate recovery mission decision-making activities. While operationally reporting to the FDRC and in coordination with strategic objectives outlined in the RSS, the RSF Field Coordinators broker RSF field activities within their statutory or delegated authority. Each Field Coordinator works within the structures established in its respective core capability annex for communication and decision making.

The FDRC, SDRC/TDRC, and the RSF Field Coordinators will have direct access to and be informed by the Mitigation Advisor, UFR Advisor, and/or other program liaisons. The FDRC may also call upon other subject matter experts to provide additional advice or address stakeholder needs.

The Federal Disaster Recovery Officer (FDRO) provides direct day-to-day operational support to the FDRC in executing the disaster recovery mission, coordinates mission scoping assessment (MSA) processes, and helps in managing the development of the RSS and its implementation.

The Recovery Coordination Group and Mission Support Group will work under the direction of the FDRC and manage various key functions to support interagency recovery coordination activities. These groups will support the FDRC and RSF activities as needed.

The Operational Coordination core capability Annex elaborates on specific Federal leadership positions and groups that are critical to providing recovery support. The NDRF elaborates on roles of nongovernmental organizations, the private sector, voluntary agencies, and other broad ranging groups.

The table below identifies the eight Recovery core capabilities established in the National Preparedness Goal, and the corresponding primary Federal organizational components.

**Table 3: Recovery Core Capabilities and Primary Organizational Components**

Recovery Core Capability	Primary Organizational Components
<b>Operational Coordination</b>	<ul style="list-style-type: none"> <li>▪ FCO, FDRC, and FDRO</li> <li>▪ Operations Section</li> </ul>
<b>Planning</b>	<ul style="list-style-type: none"> <li>▪ FDRC</li> <li>▪ JFO Planning Section</li> <li>▪ Community Planning and Capacity Building (CPCB) RSF**</li> </ul>
<b>Public Information &amp; Warning</b>	<ul style="list-style-type: none"> <li>▪ ESF #15 (External Affairs)</li> </ul>
<b>Economic Recovery</b>	<ul style="list-style-type: none"> <li>▪ Economic RSF</li> </ul>
<b>Health and Social Services</b>	<ul style="list-style-type: none"> <li>▪ HSS RSF</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>▪ Housing RSF</li> </ul>
<b>Infrastructure Systems</b>	<ul style="list-style-type: none"> <li>▪ IS RSF</li> </ul>
<b>Natural and Cultural Resources</b>	<ul style="list-style-type: none"> <li>▪ Natural and Cultural Resources (NCR) RSF</li> </ul>

\*\* CPCB is primarily responsible for aiding states with support for local recovery planning.

### Coordination of the Response and Recovery Missions

It is critical for the Response and Recovery mission areas to coordinate inclusion of RSF partners and stakeholders in ESF coordination and information sharing activities. Most post-incident recovery assessments and initiating activities occur simultaneously with response mission activities. To effectively deliver support to local, state, tribal, territorial, and insular area partners, it is critical that the two mission areas recognize the potential benefits of timing overlaps and information sharing in their mission areas. The following key milestones may indicate an increased demand for recovery process coordination and information sharing:

- State, tribal, territorial, or insular area government requests RSF engagement;
- State, tribal, territorial, or insular area government agrees that the complexity of recovery issues and challenges necessitate an active effort to coordinate Federal assistance;
- State, tribal, territorial, or insular area government initiates its own recovery plan and activates its own recovery organization to manage recovery; and/or
- The ESFs are demobilized.

Upon appointment, the FDRC will monitor response operations and work with the FCO and recovery stakeholders to minimize any cascading effects or impacts on recovery resulting from the immediate response. The FDRC will work to ensure that recovery activities do not impede ongoing response operations. Federal Recovery and Response activities will be closely coordinated with the local, state, tribal, territorial, and insular area partners to prevent duplicative activities, promote effective information sharing, and leverage response contacts and resources. The FDRC and RSFs will use existing protocols and systems such as the IAP, common operating picture (COP), and sitreps established by the Unified Coordination Group (UCG) to ensure effective information sharing between ESFs and RSFs.<sup>4</sup> Additionally, the FDRC will use the IAP process in use by the UCG to track short-term priorities.

### ***Key Operational Steps and Objectives***

While each recovery coordination operation will be unique to the needs of local, state, tribal, territorial, and insular area partners, they will be structured around very similar key operational steps. Outlining the key operational steps helps to ensure that recovery stakeholders at all levels have a shared understanding of the sequence and synchronization of activities around which they can plan to operate. Additionally, employing a consistent structure from operation to operation allows stakeholders to derive best practices from past experiences and apply them to future operations.

The steps listed below are designed to provide the flexibility necessary to address the unique recovery challenges of each incident while providing Federal recovery support in a consistent, timely, and efficient manner. They may also be applied to incidents without Presidential Stafford Act declarations, per the direction of the lead Federal agency.

Note that during the steps described below, agencies will continue to provide recovery support and deliver recovery programs under their respective authorities. The objective of the interagency recovery coordination mission is not the development of the MSA and RSS documents described below, but rather to provide the appropriate level of needed support to the state/tribal recovery efforts. Accordingly, the development of these documents should not delay coordination with state/tribal officials and the delivery of time-sensitive recovery support actions by agencies within the RSFs.

Key operational steps for interagency recovery coordination include the following:

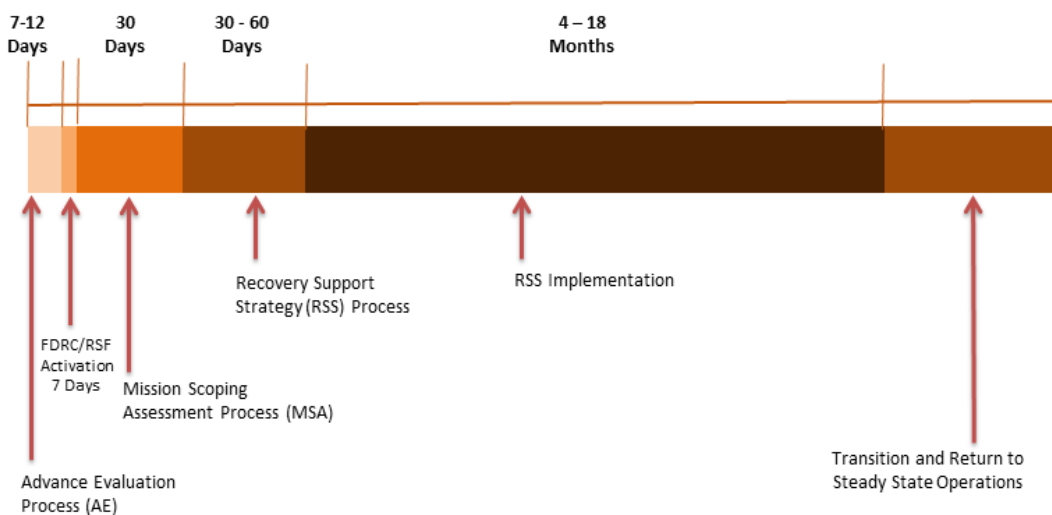
1. Advance Evaluation Process. In instances where the impacts are extensive and the need for enhanced Federal coordination is readily apparent, as in the case of a Hurricane Sandy level event, the Advance Evaluation Process may be waived;
2. FDRC and RSF Activation and Deployment;
3. MSA Process;
4. RSS Development Process;
5. RSS Implementation; and
6. Transition and Return to Steady State Operations.

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<sup>4</sup> UCGs may be established following an incident that affects multiple states and/or regions. On a large, more complex Stafford Act incident, the UCG may consist of the FCO, SCO, FDRC, SDRC, and representatives of tribal, territorial, and other Federal entities with primary jurisdiction; the private sector; and/or nongovernmental organizations. The UCGs focus on providing support to on-scene response efforts and conducting broader support operations that may extend beyond the incident site.

The objective of this multistep process is to develop and implement a coordinated approach to provide appropriate Federal support to impacted communities. The steps are often managed concurrently and in parallel during the course of the mission in response to the temporal issues raised by local, state, tribal, and territorial priorities. The RSS is the document that details the unified strategy or approach that FDRC and RSF agencies will take to support local, state, tribal, territorial, and insular area governments in their recovery from a disaster.

Figure 3 below provides an illustration of the key steps, actions and outcomes, and a conceptual timeline of a prospective interagency recovery coordination effort. The actual timeline of the recovery coordination effort is determined by the achievement of the RSF goals in coordination with the FDRC.



**Figure 3: Enhanced Recovery Coordination Key Steps and Timeline**

### Step 1: Advance Evaluation Process

When the capability and/or capacity of the existing local, state, tribal, territorial, and/or Federal resources are exceeded or are projected to be exceeded, an enhanced level of recovery coordination support will be necessary. Advance Evaluation is a field-based process designed to assist the Federal Government in determining if recovery coordination mission support is likely needed to more effectively address the disaster recovery needs.

If the need for an enhanced level of interagency recovery coordination support is not clearly evident, the FEMA Regional Administrator (RA) or the appointed FCO may request an Advance Evaluation Team to be deployed to conduct a rapid assessment of the current and anticipated impacts of a disaster and help to determine whether the existing local, state, tribal, territorial, and/or Federal Recovery core capabilities already in place are insufficient to help enable an effective recovery. Once deployed, the Advance Evaluation Team will conduct a quick assessment of the Recovery core capabilities and will recommend which additional recovery coordination/support resources (if any) should be called upon to conduct a more in-depth assessment (i.e., MSA). If it is determined that the

Recovery core capabilities have been or may be exceeded, the Advance Evaluation report will typically include two primary recommendations:

1. Recommend the appointment of an FDRC (to address Operational Coordination needs); and
2. Recommend if there is a need for the coordination support of a particular RSF or RSFs.

In all situations, staff conducting the Advance Evaluation Process will consult the relevant agencies to inform their recommendations to the FCO, RA, or lead Federal official. Further, the recommendation of whether or not an RSF should be activated is consulted with the relevant national coordinators in advance of the completion of the report.

In the case of a large-scale non-Presidentially declared incident, the Advance Evaluation Process may be directed by the lead Federal official. In these cases, the designated lead Federal agency would fulfill the FEMA RA, FCO, and possibly FDRC roles and responsibilities. In its interagency coordination role, FEMA may support the lead agency in activating and establishing scalable recovery coordination and support scalable recovery coordination and support structures.

In events of sufficient scale and scope, such as Hurricane Sandy in 2012, the need for enhanced recovery coordination support will be readily evident and an Advance Evaluation Process should not be necessary.

## **Step 2: FDRC and RSF Activation and Deployment**

Once the FDRC is activated, the level of support needed and the length of any deployment will vary depending on the scale and scope of disaster impacts and an ongoing assessment of the current capacity of impacted states and communities to recover.

The FDRC will engage with the RSF National Coordinators, FEMA Regions, JFO elements, and RSF contacts at the regional level to provide situational awareness prior to RSF activation. This may include holding teleconferences with RSF agencies to maintain situational awareness.

FDRCs and RSFs will provide various types of support to local, state, tribal, territorial, and insular area entities, each requiring different levels of activation and deployment of Federal assets. For the purposes of the Recovery FIOP, these are defined as follows:

- **Activation** is when a Federal (agency) recovery asset is asked to provide support to an actual or potential disaster incident from their primary work location (i.e., participate in information sharing teleconferences, video teleconferences, and email communication).
- **Deployment** is when a Federal (agency) recovery asset is asked to mobilize to the field (in most cases a JFO) to provide support to an actual or potential disaster incident in support of an FDRC-RSF operation.

The RSFs are activated by the FDRC. The FDRC may activate all the RSFs in the event of a large-scale or catastrophic incident or may activate select RSFs when significant impacts to particular sectors of the community are reported. RSF activation will be based on an initial assessment of needs and in consultation with RSF coordinating and Primary Agencies.

RSF activation entails the designation of a Field Coordinator who is responsible for the leadership and coordination of Federal recovery efforts related to their relevant core capability. The Field Coordinator is usually deployed and additional staff support may be deployed or remotely engaged to supporting the specific RSF mission.

The FDRC will deploy advisors (Mitigation Advisor, External Affairs Advisor, Disability Integration Advisor, UFR Advisor) to support cross-cutting coordination requirements.

The FDRC may, in coordination with the RSF Field and/or National Coordinator, support deployment of individual agencies via:

- Mission Assignments (MA);
- Interagency agreements (IAA) or memorandums of understanding (MOU), when appropriate; or
- Under other Federal authorities, when appropriate (in such cases, the protocols of the RSF agency and the lead Federal agency will apply).

### **Step 3: Mission Scoping Assessment Process**

The Advanced Evaluation and the MSA processes are closely linked and contribute to appropriately sizing and scaling operational resources to ensure an efficient and effective execution of the interagency Recovery coordination mission.

Once the Advance Evaluation has been completed and the lead Federal official has determined that the designation of an FDRC and activation of RSF(s) is warranted, the FDRC will be appointed. The FDRC may then request that the relevant RSF Coordinating Agencies be Mission Assigned to conduct an MSA.

During the MSA development processes, the FDRC and RSF Field Coordinators collect, analyze, and apply specific Recovery core capability expertise to identify the recovery needs and issues. The MSA is a broad assessment of the recovery impacts and captures the “high points” of the major themes of recovery challenges per RSF. In conducting the MSA, the RSFs and the FDRC support the broad engagement of recovery stakeholders from the whole community and the active input from each of the RSF primary agencies and supporting organizations, as needed. The consolidation of the summarized findings from the relevant RSF Field Coordinators constitutes the MSA.

The MSA helps the FDRC, RSF Field Coordinators, and other decision makers better understand the type and level of recovery support that will be needed, and it will play a critical role in helping each RSF Field Coordinator define the scope of their mission. The MSA shapes the Recovery Coordination mission and establishes a foundation and drives the focus for the development of the RSS.

The goal of the MSA process is not to create a comprehensive impact assessment or a fully articulated plan, but to identify the predominant recovery needs and issues that can be addressed within or across the responsibility, resources, programs, and authorities of the RSF agencies.

The MSA process should take about 30 days to complete from the time that FDRC determines the RSF Field Coordinators mission capable to the time when the MSA Report is completed.

The MSA is an FDRC-RSF internal document that is generally not shared with external stakeholders. However, it may be distributed to local and state recovery stakeholders with FDRC, SCO, and RSF National Coordinator approval. Otherwise, a public-facing MSA executive summary may be developed to communicate the major findings of the MSA with external stakeholders. These recovery stakeholders may have provided input into the MSA development process and will likely play a key role in the recovery process.

The MSA process may show that the needs or issues that were identified or anticipated in the Advance Evaluation Process are not beyond the capacity of existing local, state, territorial, or tribal capacities to address. In such cases, a Federal RSS may not be necessary, and one or more RSFs may be deactivated. The Planning core capability annex elaborates on the MSA development process.



## Step 4: Recovery Support Strategy Development Process

The RSS is a strategic level document that describes the approach, strategies, and relevant resources the Federal agencies, departments, and collaborative partners will apply to help address the recovery needs, issues, and ongoing recovery efforts of the local, state, and tribal governments. Federal agencies, departments, and collaborative partners can bring a very wide range of resources and capabilities to the table in support of recovery efforts in a post-disaster environment. The process of developing the RSS helps to sort out, identify, harmonize, and sequence a wide range of applicable and potential recovery support activities and resources. The RSS must capture the suite of capabilities that can resolve or lessen the consequences of the issues described in the MSA. These capabilities can include actions already undertaken by the FDRC or RSFs, steady-state resources that can be leveraged to support recovery priorities, and further actions that could be undertaken by the state, tribal, territorial, or insular area government to engage further Federal agency assistance.

The timely development of the RSS is critical. If the field leadership allows the RSS development to take too long or delays the release, strategies contained in the RSS can be easily overtaken by ongoing or real-world recovery activities, diminishing the RSS's strategic planning value.

The development of the RSS will employ best available scientific and technological understanding and tools to describe recovery challenges across core capabilities, and leverage the scientific community's input to identify potential solutions to ensure sustained recovery. Federal agencies have existing mechanisms to rapidly provide analysis and decision support capabilities throughout the recovery phase.

Examples of previous deployment of Federal science and technology capabilities for recovery support include the Department of the Interior's Strategic Sciences Group (DOI SSG) in the Deepwater Horizon oil spill and the Hurricane Sandy Rebuilding Task Force's Science Coordination Group after Hurricane Sandy. The DOI SSG has previously provided science-based assessments of interdisciplinary scenarios, rapidly assembled multi-disciplinary teams of scientists across all organization types including academia, and delivered analytical results to support decision making. The Hurricane Sandy Rebuilding Task Force's Science Coordination Group provided on-going scientific expertise to ensure that actionable scientific information, such as characterizing evolving hazard risk due to climate change impacts, could inform and support the policy recommendations of the Task Force.

The FDRC should utilize existing scientific capabilities within Federal agencies. Interagency coordination entities, such as the National Science and Technology Council Subcommittee on Disaster Reduction, can facilitate Federal science and technology support for the FDRC.

## Step 5: Recovery Support Strategy Implementation

Upon approval of the RSS by the lead Federal official, in coordination with the state, territorial, or tribal representative, the FDRC leads the implementation of the RSS in coordination with local, state, tribal, territorial, and insular area partners. While previous steps focused on information gathering and assessment, RSS implementation may consist of recovery support field operations, program/technical support from regional or headquarters locations, and departments and agencies implementing their existing authorities to support recovery. As the RSS is tailored to state, territorial, tribal, and community needs, each recovery support operation will be based on its own unique characteristics. FDRC and RSF timelines will reflect the following considerations:

- Type of Federal effort or resources to be provided in support of recovery;
  - Technical assistance

- Peer-to-peer workshops
  - Training
  - Integrated resource guides
  - Recovery planning support
- Methods for tracking the effectiveness of the support being provided; and
  - Measures to ensure effective coordination and collaboration.

It is the FDRC's responsibility to provide guidance and direction and to ensure that the strategic objectives identified in the RSS are achieved in a timely manner and in close coordination with local, state, tribal, territorial, and insular area recovery partners. The FDRC may use the IAP process and other management tools in place at the JFO to track short-term priorities and progress toward longer-term milestones outlined in the RSS.

### **Recovery Progress Tracking and Management**

The FDRC will manage and track the progress of Federal recovery support efforts throughout the recovery operation to ensure that necessary adjustments in Federal support are implemented to reflect evolving conditions and needs. Progress will be measured by achievement of results and metrics outlined in the RSS in coordination with local, state, tribal, and territorial officials. Using the RSS as the strategic guide and set of benchmarks, the FDRC will evaluate the adequacy and pace of recovery support and work with respective jurisdictions to identify gaps and/or additional support requirements.

The FDRC and SDRC/TDRC will coordinate communication between local, state, tribal, territorial, insular area, and Federal representatives and stakeholders regarding the status of the recovery planning process, the timeline for Federal engagement, and expected outcomes of the recovery support efforts.

The Operational Coordination core capability annex elaborates on RSS implementation.

## **Step 6: Transition and Return to Steady State Operations**

This section addresses criteria for the demobilization and transition of RSFs to steady state operations and the corresponding role of the FDRC in that process. Demobilization is the removal of RSF assets and resources from the field. Demobilization does not necessarily signify the end of a recovery support mission, as those activities will transition in some cases to other forms of support. The FDRC will collaborate with RSF National Coordinators and their local, state, tribal, territorial, or insular area counterparts to define the timing for transition of RSF activities for remote support and/or existing agency program delivery.

Demobilization of deployed recovery assets is likely to occur gradually by the RSFs, especially when multiple communities with various types of disaster impact and levels of recovery capacities are involved.

Considerations for determining the timeline for demobilization may include the following:

- The community completes its recovery planning process and creates a recovery plan;
- The community is on track to acquire the needed internal capability and external support for implementing and managing its recovery;
- Key tasks that are directly linked to the achievement of RSS strategic goals are complete; and

- The coordination and technical assistance needed to accomplish the RSS objectives have been provided.

As a community's capacity increases, it can execute recovery activities with less outside support, and ongoing RSF functions and activities can gradually transition to the corresponding local, regional, state, tribal, territorial, or insular area officials. After an RSF demobilizes, Federal assistance may continue in the following forms:

- RSF agencies may resume steady state operations supporting the community's recovery through existing programs;
- Agencies' existing programs may undertake an enhanced coordination role with other recovery-related programs under the continued leadership of the FDRC;
- Agencies may provide targeted technical assistance and coordination support at the request of local, state, tribal, territorial, and insular area officials;
- Agencies may launch new public/private partnerships tailored to disaster recovery needs; and
- Other types of engagement:
  - Project-based support;
  - Compliance support;
  - Recovery financing technical assistance;
  - Ongoing resource allocation/coordination;
  - Guidance on measuring recovery progress;
  - Monitoring and improving the efficiency and effectiveness of assistance; and
  - Advance hazard mitigation principles and practices in recovery implementation.

After RSF demobilization and responsibilities have been transitioned to corresponding agency components, the FDRC may also demobilize. After demobilization, the FDRC will maintain contact with and continue to be a resource for those communities that received Federal recovery support.

The FDRC will take the following actions:

- Address, in coordination with appropriate departments and agencies, potential obstacles and needs that were not foreseen during the RSS planning process;
- Monitor Federal support of the local recovery efforts to ensure that recovery support activities are moving as planned, which includes monitoring the efficiency and effectiveness of the approach used to support and implement recovery projects;
- Document best practices to increase risk reduction and community resilience;
- Monitor the Federal approach based on ongoing recovery needs and issues that may arise in the affected local, state, tribal, territorial, and insular area communities as they implement their recovery effort; and communicate changes to local, state, tribal, territorial, and insular area leaders to ensure concurrence and minimize disruptions, if appropriate;
- Host/facilitate coordination and after-action review meetings among Federal agencies, nongovernmental organizations, private sector partners, and local, state, tribal, territorial, and insular area recovery leaders, as needed, to share information, help avoid duplication, and identify gaps and issues affecting multiple agencies in the delivery of recovery assistance; and

- Continue in implementation and monitoring mode, providing coordination among agencies, as issues arise.

## **Recovery Preparedness Activities**

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Recovery preparedness activities such as planning, training, outreach, and normal day-to-day activities within departments and agencies occur, though to varying degrees, depending on the individual department or agency's mission and resources. Steady state roles and responsibilities may include the following:

- Maintaining situational awareness;
- Developing, reviewing, updating, and exercising pre-disaster recovery plans and standard operating procedures to incorporate best practices and lessons learned;
- Identifying opportunities and developing efficiencies for environmental and historic preservation reviews of disaster recovery activities among local, state, tribal, and federal agencies/governments;
- Reviewing the readiness, continuity plans, and deployment posture of personnel, resources, and logistics support systems;
- Maintaining dialogue and communications among local, state, tribal, territorial, insular area, and Federal governments, the private sector, and nongovernmental organizations to strengthen relationships and identify shortfalls and needs;
- Conducting forums necessary to ensure regular communication among Recovery partners (e.g., quarterly Regional Interagency Steering Committee meetings);
- Pre-designating key Federal officials and identifying Recovery organizational structures (e.g., FDRCs, Field Coordinators, and other key Recovery staff);
- Establishing and maintaining training and credentialing programs for Recovery staff, including FDRC professional development;
- Developing, reviewing, and establishing pre-scripted MAs, MOUs, and IAAs;
- Maintaining a program to evaluate exercise participation and real-time recovery efforts, capture lessons learned, and make improvements in capabilities;
- Ensuring the safety and health of personnel by exercising health and safety protocols and practices, ensuring proper training, and providing appropriate personal protective equipment;
- Coordinating with the SDRC/TDRC to assist with the state/tribal/territorial recovery plan;
- Nurturing effective relationship building with voluntary, faith-based, private sector, and community organizations, as well as whole community representatives, as part of recovery preparedness activities;
- Collaborating with stakeholders to develop and deliver quality data that increases public awareness and leads to action that reduces risk to life and property through a process that includes hazard mitigation planning;
- Identifying local, state, tribal, territorial, and insular area managers or administrators, including floodplain managers, to be integrated into pre-disaster planning and decision making;

- Engaging NDRF stakeholders in partnership building activities to ensure a corporate understanding of roles and responsibilities and that basic communications processes are established pre-activation;
- Identifying opportunities for increased collaboration through integration of mitigation concepts in training activities for field staff, other Federal departments and agencies, and local, state, tribal, territorial, and insular area partners; and
- Working with other Federal departments and agencies through the coordinating structures of the RSFs to ensure that each has an understanding of the tools and resources available to increase community resilience.

### ***Oversight, Plan Development, and Maintenance***

This FIOP will be regularly reviewed to evaluate consistency with existing and new policies, evolving threats and hazards, and experience gained from use. Interagency partners will be engaged in the review and maintenance process for this FIOP. The review and maintenance process may include developing incident-specific and classified annexes, which include the delivery schedule for Federally coordinated assets and resources, as appropriate. The FIOP will be updated periodically, as required, to incorporate new executive guidance and statutory and procedural changes, as well as lessons learned from exercises and actual incidents. Significant updates to the Recovery FIOP will be vetted through a Federal senior-level interagency review process.

## Core Capability Annexes

The NDRF defines eight Recovery core capabilities—critical functions to enable preparedness and recovery—as identified in the National Preparedness Goal. Using the core capabilities as an organizing principle for the FIOP annexes, the approach aligns programs and other resources to core capabilities allowing for the mapping of specific support tasks to desired strategic outcomes. Linking discrete programs and resources to core capabilities improves unity of effort, strategic planning processes, and program oversight and management, all in support of achieving unified strategic priorities. The three common core capability annexes (Operational Coordination, Planning, and Public Information and Warning) are designed to enhance integration across the RSFs and all five mission areas. The eight core capability annexes to the Recovery FIOP are listed below.

- Annex A: Operational Coordination
- Annex B: Planning
- Annex C: Public Information and Warning
- Annex D: Economic Recovery
- Annex E: Health and Social Services
- Annex F: Housing
- Annex G: Infrastructure Systems
- Annex H: Natural and Cultural Resources

## Annex A: Operational Coordination

### *Purpose*

This annex describes the delivery of the common Recovery core capability of Operational Coordination. Specifically, this annex provides guidance on how Federal agency leadership responsible for the Operational Coordination core capability will promote pre-event recovery readiness efforts and organize and orchestrate Federal activities and resources to better support local, state, tribal, and territorial recovery after a disaster. All Federal agencies that support disaster recovery have responsibilities for ensuring effective Operational Coordination. As outlined in Table A-1, the Federal Emergency Management Agency (FEMA) is the overall lead agency for this core capability, the Recovery Support Function (RSF) Coordinating Agencies are responsible for operational coordination of their respective RSFs, and all agencies support operational coordination by providing leadership for their areas of subject matter expertise and program management. For a specific disaster, the responsibility for the Operational Coordination of Federal recovery activities lies primarily with the Federal Coordinating Officer (FCO) and the Federal Disaster Recovery Coordinator (FDRC). The FDRC receives critical support in meeting this responsibility from the core capability lead agencies and RSF Coordinating Agencies. This annex focuses on these relationships, but all departments and agencies supporting a recovery effort, directly or indirectly, have an obligation to plan and operate within the structure and processes presented in this annex. This annex also highlights the role of our public and private sector partners at the local, state, tribal, and territorial levels, and gives references to additional guidance documents for improving our Nation's recovery readiness and capacity-building.

### *Objectives and Considerations*

The Operational Coordination Recovery core capability ensures central coordination of the other seven Recovery core capabilities, which include Public Information and Warning, Planning, Economic Recovery, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources.

The following sections outline post-disaster and pre-disaster objectives and considerations for delivery of the Operational Coordination Recovery core capability. One overarching principle that bridges pre- and post-disaster activities is the promotion and incorporation of mitigation and other measures that improve local, state, tribal, and territorial resilience and sustainability.

### **Post-Disaster Considerations**

Post-disaster, agencies delivering the Operational Coordination core capability will synchronize and support the effective execution of all Recovery core capabilities. The intent is to maximize the impact of Federal assistance on local, state, tribal, and territorial recovery. Key post-disaster considerations include improving how Federal assistance can be better leveraged, more timely delivered, easier to access, and more relevant to local, state, tribal, and territorial recovery.

- **Leveraging:** Recognizing that Federal assistance is only a part of the total assistance needed for local, state, tribal, and territorial recovery, a key consideration is to improve how Federal assistance can be better leveraged to spur the local recovery effort and attract additional resources from non-Federal sources. The field leadership responsible for Operational Coordination will coordinate the other Recovery core capabilities with this focus in mind, and encourage activities that will lead to increases in total financial, technical and other assistance available for local, state, tribal, and territorial recovery. Such activity may include facilitating the creation of

partnerships between Federal agencies and local, state, tribal, and territorial stakeholders in the private, nonprofit, and public sectors to promote the latter's participation and investment in their community's recovery plans and projects.

- **Timeliness**: Ensuring timely assistance is another key consideration for Operational Coordination. Delayed assistance can slow down recovery momentum and undermine efforts such as forging partnerships. The field leadership will promote coordinated and concerted efforts on the part of the various Federal agencies and programs to help reduce delays and speed up when necessary the delivery of grants, loans, technical, and other assistance—provided that the assistance is applicable and appropriate, and the local, state, tribal, and territorial applicants are eligible. This will require the field leadership to facilitate collaboration among the different agencies and programs, and help address issues such as duplication of benefits and conflicts when they arise.
- **Ease of Access**: Identifying, innovating, and implementing ways that can make Federal assistance more visible and understandable, its application and approval processes more streamlined and transparent, and its administration and compliance requirements less burdensome and expensive will be one of the top considerations for accomplishing Operational Coordination. Without the assistance being accessible and easier to get and use, the timeliness consideration cited above will be difficult to meet. The field leadership will support agency members of all Recovery core capabilities to find and execute means and methods for this aim, such as consolidating environmental reviews, or instituting policies that expand options for mitigation funding.
- **Relevance**: Determining and delivering assistance that is applicable, appropriate, or in other words, useful and relevant for local, state, tribal, and territorial recovery is a primary consideration for Operational Coordination. Timeliness and ease of access, two factors cited earlier, become moot if assistance turns out to be irrelevant—or worse, counterproductive. The field leadership will promote and perform activities that help align Federal recovery assistance with local, state, tribal, and territorial recovery priorities and needs. This starts with field leadership coordinating disaster impact assessments that can be jointly performed. Later, the field leadership can facilitate partnerships and support whole community participation in recovery planning activities to help understand local, state, tribal, and territorial recovery priorities and develop assistance that best meet the latter's recovery needs.

## **Pre-Disaster Considerations**

During steady state, or when there is no active disaster mission, field leaders responsible for Operational Coordination can focus on activities that increase our Nation's disaster recovery readiness. The role of agencies leading and supporting the Operational Coordination core capability is to engage all recovery partners in working with and supporting national and regional local, state, tribal, and territorial partners in pre-disaster recovery planning and capacity building. The intent is to build up both the Federal and local, state, tribal, and territorial recovery capabilities and capacities prior to incidents. Key pre-disaster considerations for agencies include improving existing plans and procedures for disaster recovery support, dedicating and training staff, establishing recovery focused and scalable organizational structures, and developing recovery funding mechanisms and sources.

- **Plans & Procedures**: Creating and updating plans and procedures for more effective and efficient disaster recovery operations and collaboration by and between Federal agencies and local, state, tribal, and territorial partners is a primary pre-disaster consideration. To implement that consideration, Federal agencies are expected to develop internal standard operating procedures for how agency staff and resources will support the implementation of the



Operational Coordination core capability. In addition to facilitating internal Federal recovery capability planning and capacity building, Federal agencies under Operational Coordination, in particular offices and staff at the regional level, can play an important role in promoting and supporting local, state, tribal, and territorial recovery preparedness planning and process improvement efforts. This may include updating the recovery component of the local emergency management plan, or developing a Regional All Hazards Interagency Operational Plan.

- **Staffing:** Recruiting and retaining personnel who will have the knowledge, skills, and abilities (KSA) to manage and carry out tasks essential to disaster recovery is another important Operational Coordination pre-disaster consideration. All agencies that support recovery will identify the expertise and skillsets needed to successfully deliver Recovery core capabilities and where feasible, pre-designate key recovery staff who can be activated and/or mobilized, as needed, in the event of a disaster that requires recovery coordination and assistance.
- **Training/Exercising:** Training and exercising, especially during steady state, will be critical given that not every designated staff will possess all the requisite KSA or the operational and collaborative experience prior to an actual disaster. Where feasible and appropriate, trainings and exercises should engage governmental and nongovernmental audiences to build KSAs and relationships that can facilitate post-disaster coordination, communication, and collaboration. Training targeted toward Federal personnel should prepare them to deliver their core capability within the interagency coordination framework.
- **Organization:** Determining how Federal Recovery core capabilities can be best organized, scaled, staffed, and led to maximize Federal assistance impact for local, state, tribal, and territorial recovery and operational efficiency and effectiveness for the Federal government is a key consideration for field leadership. Pre-incident, the RSF Coordinating Agencies should prepare guidance for organizational structure based on various disaster scenarios, exercise operational processes crucial for the deployment and management of resources, improve protocols for internal and external communications and coordination, and develop performance milestones and contingency options. Importantly, agencies should designate and prepare leadership and other key personnel to ensure Federal flexibility and responsiveness to any incidents.
- **Funding:** Establishing funding mechanisms to ensure that when needed after a disaster, internal Federal resources can be smoothly and expeditiously mobilized and paid for is a critical pre-disaster consideration for recovery coordination. Another consideration is having policies, programs and processes identified and improved to ensure proper and timely delivery of financial, technical, or other assistance for local, state, tribal, and territorial recovery. To accomplish both types of funding needs, agencies with roles in recovery coordination can facilitate interagency agreements and improve processes for receiving and administering disaster funds or special congressional appropriations.

## **Recovery Targets**

Federal agencies with Recovery Operational Coordination roles have developed a set of disaster recovery readiness targets necessary for delivering this core capability. These recovery targets, presented as target statements and sub-targets when applicable, describe disaster mission objectives and activities that must be completed when applicable.

1. Maintain and sustain up to seven concurrent recovery coordination complete missions. Each complete mission will include staff who are trained, knowledgeable, and appropriately matched with a mission for their experience level.

- 1.1. Establish a Federal support structure that meets the needs of the incident (FDRC, SME, field coordinators, etc.), to include if applicable, Field Coordinators, SMEs, Mitigation Advisor, External Affairs Advisor, Disability Integration Advisor, Tribal Affairs Advisor, Unified Federal Review (UFR) Advisor, etc.
2. Ensure that effective communications are maintained between field operations and the Recovery Support Function Leadership Group (RSFLG).
  - 2.1. When necessary, establish communication opportunities to convene RSF National Coordinators and applicable field staff to discuss incident-specific recovery challenges.
  - 2.2. On a monthly basis provide updates to the RSFLG on the progress, challenges, and opportunities experienced in active RSF missions.
3. Deliver the Recovery and common core capabilities and subsequent critical tasks in line with the principles of the National Disaster Recovery Framework (NDRF), and the operational concepts of the Federal Interagency Operations Plan (FIOP).
  - 3.1. Immediately following a major incident and revised regularly, conduct recovery mission need assessments to help Federal and state senior leadership determine the level of RSF engagement needed.
  - 3.2. Lead the coordination, implementation, and documentation of a Mission Scoping Assessment (MSA) to capture sector-wide recovery issues from a wide array of public and private sector organizations at all applicable levels of geography.
  - 3.3. Lead the initiation, coordination, and implementation of recovery support actions by core capability as defined in the Recovery Support Strategy (RSS).
4. Coordinate the delivery of Federal programs that are engaged with supporting impacted communities to include states, tribes, territories, and localities.
5. Internally coordinate the efforts, initiatives, and outreach among applicable program areas and agency partners.
6. Within 30 days of achieving FDRC mission capable status, convene a regular intergovernmental recovery working group with local and state leadership to coordinate and integrate recovery efforts. (Mission capable is the state of having the essential logistical, administrative, and operational field elements in place to enable the execution of FDRC-RSF operational responsibilities.)

## ***Federal Coordinating Structure***

**Table A-1: Operational Coordination Lead, Coordinating, and Supporting Agencies**

<b>Operational Coordination</b>
Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
<p><b>Lead Agency:</b> Federal Emergency Management Agency (FEMA)</p> <p><b>Coordinating Agencies:</b> Department of Commerce (DOC), Department of the Interior (DOI), Department of Health and Human Services (HHS), Department of Housing and Urban Development (HUD), U.S. Army Corps of Engineers (USACE)</p> <p><b>Supporting Organizations:</b> All</p>

## Operational Coordination Leadership

Maintaining effective Operational Coordination throughout the duration of the recovery mission is complex, and will require support from multiple levels of leadership. The implementation of Federal Operational Coordination core capability is chiefly focused on two elements—(1) the field leadership and supporting staff and (2) the RSFs. Those include:

- **Federal Coordinating Officer**: The FCO is the senior Federal official specifically designated as a member of the Unified Coordination Group (UCG) for response to and recovery from emergencies and major disasters. The FCO executes Stafford Act authorities, including the commitment of FEMA resources and the issuance of mission assignments (MAs) to other Federal departments or agencies. The FCO is the primary Federal representative for Stafford Act events with whom the State/Tribal/Territorial Coordinating Officer (SCO/TCO) and other local, state, tribal, territorial, and insular area response officials interface to determine the most urgent needs and set objectives for an effective response.
- **Federal Disaster Recovery Coordinator (FDRC)**: The FDRC is responsible for Federal leadership of the recovery operation, and may also be required to take on FCO responsibilities as their deputy. The FDRC is primarily responsible for successful execution of the Operational Coordination Recovery core capability, ensuring that the disaster operation and all involved Federal partners effectively support state recovery through coordination and communication processes that facilitate effective information sharing and a joint RSS. The FDRC works closely with state recovery leadership to coordinate interagency support throughout the disaster recovery operation. If the FCO demobilizes, the FDRC may serve as the lead Federal official to continue management of Federal recovery resources.
- **Deputy Federal Disaster Recovery Coordinator**: In a large or catastrophic disaster, a Deputy FDRC may be appointed by the FDRC to assist with the management of the recovery operation or to provide targeted support when a particular operational objective requires the singular attention of an FDRC.
- **Federal Disaster Recovery Officer (FDRO)**: The FDRO is the FDRC's chief operations officer, responsible for ensuring the successful execution of the operational coordination objective. The FDRO plays a management role that complements the FDRC's leadership role. The FDRO will work closely with Federal recovery partners to ensure their understanding and execution of their roles and responsibilities during recovery operations. The FDRO may be required to represent the FDRC if the situation warrants.
- **RSF Field Coordinator**: The RSF Field Coordinator is the designated leader for coordinating, facilitating, and implementing the mission of the RSF in support of the recovery effort. The Field Coordinator is a subject matter expert with the ability to engage other regional and field-based Federal officials to integrate the Federal efforts for that RSF. The Field Coordinator is also responsible for actively participating in the MSA and RSS development processes. In implementing the RSF mission, the Field Coordinator is generally responsible for leading and carrying out three basic functions: technical assistance (regarding targeted recovery issues/priorities); information sharing (connecting different sources of recovery information together); and leveraging existing resources (working with other Federal and non-Federal organizations to adapt their existing efforts to support recovery needs). The Field Coordinator is supported by additional support staff to serve as subject matter experts, key agency representatives (depending on the scale and scope of the recovery issues), or as specialists to carry out specific aspects of the RSF mission. The Field Coordinator is responsible for transitioning long-term support to appropriate Federal offices when the interagency recovery

coordination mission winds down. The Field Coordinator may be responsible for implementing some recovery strategies in parallel with planning and coordination efforts.

Assistance to the FDRC in an advisory capacity may be provided by the following positions:

- **Mitigation Advisor**: The mission of the Mitigation Advisor is to inform and facilitate mitigation opportunities across RSFs in support of community recovery to create a dynamic environment that encourages innovation and integrates mitigation into the whole community recovery. The Advisor works before a disaster strikes (steady state) building RSF relationships and gathering regional knowledge of mitigation opportunities so that during a disaster event there is a seamless interaction of working together toward strategic changes for long-term recovery. Deployed upon appointment of the FDRC, the Mitigation Advisor gathers initial impact information, suggests opportunities for community mitigation to the FDRC, and advises the FDRC on the regional context of the disaster as it relates to risk reduction and community resiliency.
- **Environmental and Historic Preservation (EHP)/Unified Federal Review (UFR) Advisor**: The UFR Advisor serves as the interagency coordinator for EHP coordination for disaster recovery projects. They are responsible for identifying opportunities for EHP efficiencies and will work closely with the RSFs, local, regional, state, tribal and Federal agencies in coordination with the National UFR Coordinator. The UFR Advisor provides expertise for the implementation of the UFR Process and determines the specific tools and mechanisms required to further EHP compliance for the specific disaster event.
- **External Affairs Advisor**: The External Affairs Advisor will facilitate ongoing coordination and communication with recovery stakeholders utilizing the applicable EA components.
- **Disability Integration Advisor**: The Office of Disability Integration and Coordination leads FEMA’s commitment to achieving whole community emergency management, inclusive of individuals with access and functional needs such as those with disabilities, by providing guidance, tools, methods and strategies to establish equal physical, program and effective communication access. This position will be staffed by the FEMA Office of Disability Integration and Coordination.
- **Sustainability Advisor**: The Sustainability Advisor will advise the FDRC, Recovery Support Functions, and Federal and state partners and local officials on sustainable communities, climate change adaptation and green and energy efficient growth, materials and products for recovery planning, development, and construction. This position will be an advocate for and guide recovery planners and managers in the adaptation of sustainable, green, and resilient principles and practices.

Additional support for Operational Coordination will be provided by the following positions:

- **Recovery Coordination Group (RCG)**: The RCG at the Joint Field Office (JFO) is managed by the FDRC. The RCG supports the recovery coordination organization by establishing and managing coordination structures with all recovery stakeholders to identify and leverage recovery resources, policies, and programs. Recovery stakeholders include RSF Field Coordinators, Federal assistance program managers, governmental partners, and the private sector. The RCG enhances coordination and collaboration through facilitating discussions and information/data sharing, which supports recovery efforts. In addition, the RCG can support the FDRC in monitoring progress toward RSS objectives, analyzing recovery gaps, overlaps, mitigating conflicts, and mobilizing facilitators for stakeholder meetings. This group will be staffed by personnel from FEMA’s National Disaster Recovery Support (NDRS) Cadre.

- **Mission Support Group**: The Mission Support Group at the JFO is managed by the FDRC. This group supports the Operational Coordination core capability through its mission administrative support, including helping to coordinate Interagency Agreements (IAA) and Mission Assignments (MA) for the interagency.
- **FDRC Representative**: The FDRC may establish recovery liaisons, in coordination with local, state, tribal, territorial, and insular area recovery managers. The FDRC representative provides a central point of contact between local disaster recovery managers and the FDRC and RSFs. The role of the FDRC Representative is to provide a direct conduit and visibility for the FDRC and RSFs on local recovery issues and opportunities. The FDRC Representatives are often a helpful resource for the field branch structure; they especially provide the RSFs visibility as to how the Federal recovery mission is engaging with all local and regional stakeholders. The FDRC Representatives are especially sensitive to the frequency with which Federal entities engage local and regional stakeholders and can advise the RSFs as to how best to avoid undue burdens.
- **RSF National Coordinator**: The RSF National Coordinators are responsible for coordinating the delivery of staff and resources from their RSF primary agencies and supporting organizations to support the needs of disaster-impacted states.
- **FEMA Incident Management Assistance Teams (IMAT)**: IMATs are interagency, regionally based response teams that provide a forward Federal presence to improve coordination and response to serious incidents. IMATs support the Recovery mission area through front-end situational awareness and information sharing on disaster data and impacts.

Structures for Coordination and Information Sharing Coordination and information-sharing are the key components for maximizing resources and ensuring that community recovery needs are effectively supported by every RSF across the whole community. The FDRC is responsible for a wide range of coordination of Federal recovery activities in order to achieve the core capability objectives. The Recovery Coordination Group can be staffed to support the FDRC in establishing and managing internal and external coordination as follows:

- **Coordination within the JFO**: This includes FDRC-RSF coordination with other JFO elements such as the ESFs, Operations Section, and program areas. Lead agencies and Field Coordinators should be proactive in communicating any emerging recovery issues or concerns applicable to all partners.
- **Coordination between the FDRC and Advisors**: Advisors (Mitigation Advisor, Disability Integration Advisor, Sustainability Advisor, UFR Advisor, External Affairs Advisor) assist the FDRC and RSFs to incorporate cross-sector issues into assessments and support strategies appropriately and effectively.
- **Coordination among the RSFs**: The RSF coordination activities include identifying potential program overlaps and linkages among the RSFs and determining how to best leverage and maximize RSF resources.
- **Coordination with State/Tribal/Territorial/Insular Area Counterparts**: FDRCs and RSF coordinators (field or national, as appropriate) should be proactive in maintaining communication to ensure identification of any emerging recovery issues or concerns that need to be shared with and acted upon by the FCO and Federal recovery partners.
  - Efficient sharing of information is integral to successful coordination. This includes the flow of information between the FDRC and the RSFs; local, state, tribal, territorial, and insular area governments; and other operational components such as the FDRC Representatives.

Successful coordination includes the coordination of activities and resources between the Response and Recovery mission areas.

- The primary forum for coordinating cross-RSF support activities are regular meetings with the RSF Field Coordinators and the FDRC Advisors, convened by the FDRC and the State Disaster Recovery Coordinator (SDRC) or Tribal Disaster Recovery Coordinator (TDRC). This meeting is analogous to the Command and General Staff meeting at a JFO. This meeting will provide the FDRC, the RSFs, the FDRC Advisors, the SDRC/TDRC, and, when applicable and feasible, the Local Disaster Recovery Managers (LDRMs) with the opportunity to brief one another and ask questions.
- These meetings will set the stage for:
  - ◆ Discussing and addressing local, state, tribal, territorial, and insular area objectives raised by the SDRC/TDRC and the LDRM(s); and
  - ◆ Providing strategic guidance and direction to RSFs.

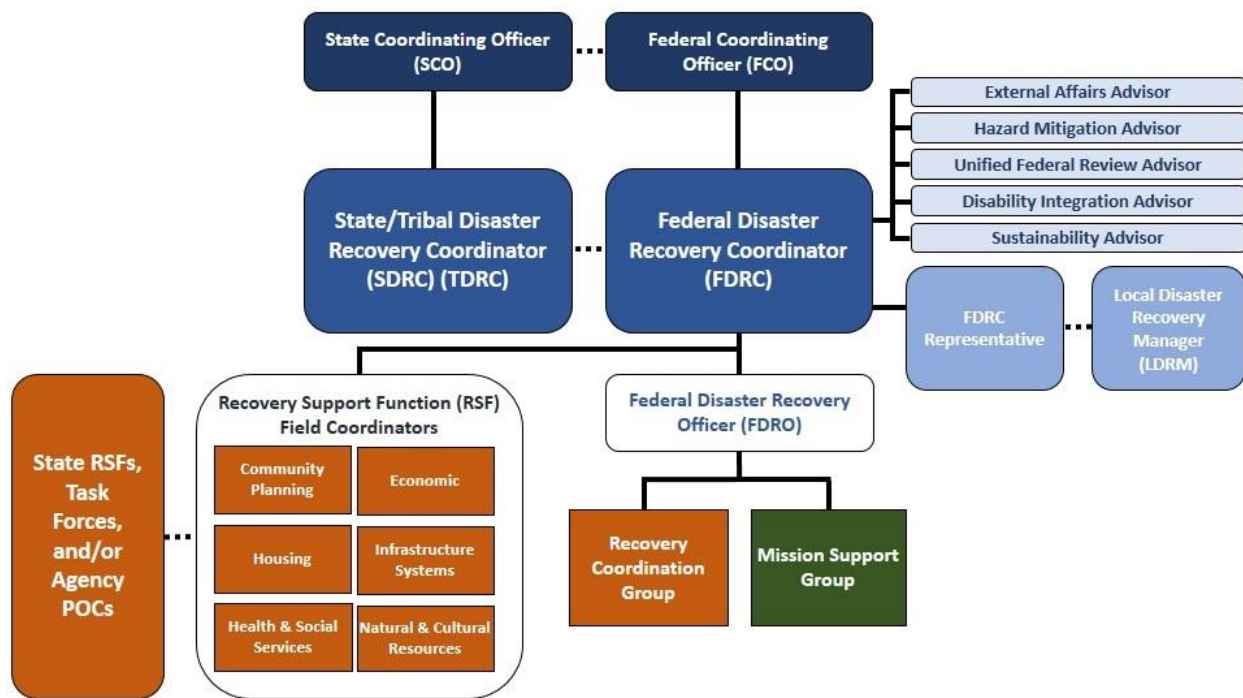


Figure A-1: Interagency Recovery Coordination Structure

### Critical Functions & Activities

As discussed under *Pre-Disaster Considerations* above, Federal agencies can undertake key activities to help build the foundation for effective coordination and delivery of Federal recovery support post-disaster. Coordination with other Recovery core capabilities, as well as engagement and collaboration with agencies and local, state, tribal, and territorial partners across all five mission areas will be essential for building the requisite capabilities and capacities prior to a disaster.

Post-disaster, the ability to timely and effectively initiate and implement the same and likely more intensive levels of coordination, engagement, and collaboration will be critical to the delivery of the Recovery core capabilities and maximization of their impact for local, state, tribal, and territorial recovery. In addition to mobilizing all eight Recovery core capabilities, the FDRC and RSF Field Coordinators will engage the ESFs and agencies supporting the response mission to facilitate information sharing and coordination of efforts. This is to ensure not only mutual assistance and integration, but also to prevent actions carried out by either Response or Recovery that may inhibit one another's efforts.

Overall, critical post-disaster functions and activities that encompass Operational Coordination may be divided into three phases—immediate/short-term, intermediate, and long-term. Each phase will have specific activities and objectives. The activities and phases often overlap and may be executed in parallel, depending on the scale and scope of the disaster.

### ***Immediate/Short-Term***

During the immediate/short-term phase there are three major objectives to accomplish: mission scoping, stakeholder engagement, and organization.

- **Mission Scoping**: Mission scoping goes beyond damage assessments and impact analysis. Instead, it focuses on determining local, state, tribal, and territorial recovery issues and needs—especially those that must be or can best be addressed by the Federal Government. The Advance Evaluation, requested by the lead Federal official (the RA or FCO in Stafford Act events), determines whether capabilities are in place to help enable an effective recovery and anticipates the likely complexity of the recovery challenges. The FDRC in the impacted FEMA regional office usually leads the Advance Evaluation Process. If additional recovery coordination/support resources are needed, Federal agencies will be activated to deliver needed Recovery core capabilities.

Critical to the mission scoping process is engaging Federal agency representatives at the local, state, tribal, and territorial levels with key data and situational awareness that will inform assessment of recovery needs. This includes issues that are multi-sector and/or multijurisdictional that require coordination across agencies and departments. Operational Coordination will also facilitate engagement and information sharing with agencies supporting the response mission. The MSA is the product resulting from recovery issue analysis and assessment of local, state, tribal, and territorial capacity to address recovery needs. The MSA process may show that the needs or issues that were identified or anticipated in the Advance Evaluation Process are not beyond the capacity of existing local, state, territorial, or tribal capacities to address. In such cases, a Federal RSS may not be necessary, and one or more RSFs may be deactivated.

- **Stakeholder Engagement**: The objectives of stakeholder engagement are to ensure local input in the MSA and RSS development, maintain a continual flow of information between the recovery stakeholders and the RSF (state and Federal) agencies, and consolidate outreach to stakeholders to avoid duplication of effort. Stakeholders include key decision makers such as elected and appointed officials with jurisdictions and responsibilities to the impacted communities. Stakeholders also include non-elected authorities, such as individuals and organizations with expertise and resources relevant to recovery planning and implementation. Governmental and nongovernmental stakeholders need to be engaged in order to successfully scope the mission. Examples of key nongovernmental stakeholders include community leaders, faith-based organizations, nonprofit organizations, private sector entities, and healthcare, public health, and behavioral providers. Ideally, relationships established pre-disaster will facilitate post-disaster

communication and coordination and integrate the interests of the whole community into ongoing recovery efforts and future initiatives.

- **Organization**: The FDRC will establish clear leadership and decision making structures for internal and external coordination. The mission scoping process will guide determination of whether RSFs will be activated to coordinate recovery support across agencies and departments. Identified recovery needs and the scale of the disaster will also inform the FDRC as to which administrative and logistical elements are needed as part of the recovery organization. The FDRC, supported by the FDRO, will document staffing, logistics, and organization structure in a management plan for internal use. In order to maintain the organization, the FDRC will convene and maintain a regular intergovernmental recovery working group with state and local leadership to coordinate and integrate recovery efforts. The FDRC and RSF Field Coordinators will also ensure that effective communications are maintained between Federal field operations and national leadership, including the RSFLG.

### ***Intermediate***

In this intermediate phase, Federal agencies will plan and coordinate recovery assistance, build partnerships to address recovery needs and support consensus-building across recovery partners. Agencies will also develop a plan for transitioning recovery responsibilities to regional Federal office or key stakeholders based on agency resources, achievement of recovery objectives, and local, state, tribal, and territorial capacity.

- **Plan and Coordinate Recovery Assistance**: All agencies that provide assistance to an area are expected to be engaged in the Operational Coordination effort so as to best position their programs and resources to support the overall recovery strategy. Such engagement will develop approaches and/or solutions to mitigate the impacts of identified recovery issues and challenges. Depending on local, state, tribal, and territorial recovery needs, Federal agencies work within the RSF structure to ensure a streamlined, efficient, and effective application of Federal assistance in support of local priorities. The FDRC, in consultation with the SDRC/TDRC will oversee development of an RSS that integrates RSF and Federal agency approaches to best support local, state, tribal, and territorial recovery. In addition to serving as a mechanism for communicating Federal recovery support objectives, the RSS can also help the FDRC integrate, organize, and leverage resources. The FDRC seeks to implement the RSS in a timely manner, promoting the sharing of ideas and creative approaches for dealing with complex recovery challenges. Effective Operational Coordination ensures cross-mission and cross-capability integration through information sharing and coordination. This process must proceed efficiently so Federal agency actions are useful to local, state, tribal, and territorial partners and support and align with their recovery priorities. Recovery support actions developed by agencies should incorporate methods to promote ease of access for Federal assistance.
- **Build Partnerships**: Federal agencies should build partnerships to address identified recovery issues. Building partnerships facilitates timely, relevant, and accessible recovery support. To effectively utilize resources, there needs to be an understanding of the contribution of expertise and resources governmental and nongovernmental partners bring to the recovery effort. The key is to build partnerships with local, state, tribal, and territorial partners that enable them to sustain and execute recovery efforts. Federal agencies should consider the timing of engagement to effectively and efficiently utilize the time and focus of stakeholders.
- **Consensus Building**: Effective outreach and ongoing engagement with the public are critical to successful recovery planning. Federal agencies can support local, state, tribal, and territorial partners to develop methods for the public to contribute input on recovery plans and strategies.



Recovery leadership needs to ensure consistent and effective messaging to the public about recovery efforts. Coordinating an inclusive recovery planning process means engaging individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; and people with Limited English proficiency (LEP).

- **Transition Planning:** Federal transition plans guide recovery support from the active, field-based support by disaster-oriented programs through continued engagement of Federal staff and key stakeholders. The transition should reflect a predominantly seamless shift from more active recovery coordination efforts (represented by the full-time participation of the FDRC and supporting RSFs) to the regular engagement of Federal agencies through their existing regional or field offices. The transition plan should build on the RSS to provide useful guidance to the state, local, tribal, or territorial-based recovery coordination efforts for how to best engage the “steady-state” resources of the Federal agencies. A strong plan is developed early to ensure thorough understanding by both Federal agencies and local, state, tribal, and territorial partners. Effective transition planning starts early and actively engages local, state, tribal, and territorial recovery partners.

### *Long-Term*

In the long-term phase, agencies are responsible for administering programs associated with recovery strategy implementation, monitoring progress toward recovery objectives, and turning the conversation to macro level issues that will facilitate recovery and reduce the impact of future disaster events. Federal agencies will shift leadership and coordination from disaster-specific mechanisms to steady state program management structures according to transition plans developed in the intermediate phase of recovery.

- **Program Administration:** Federal agencies will administer programs associated with implementation of recovery strategies. Prior to field demobilization, the FDRC will establish mechanisms to track and communicate progress of interagency partners in RSS implementation and seek creative solutions to any obstacles or challenges encountered in the course of program administration.
- **Resilience and Sustainability:** From the outset of the recovery mission, the FDRC and Field Coordinators will ensure a persistent effort to integrate resilience and sustainability measures into recovery efforts. As time progresses in the recovery, the balance of priorities shift from addressing immediate issues and barriers toward initiatives that support “building back better.” This includes developing approaches and strategies to harden critical infrastructure, diversify the economy, and incorporate mitigation measures for homes and businesses, to name a few. Federal agencies have funding and technical assistance programs to increase local, state, tribal, and territorial resilience and sustainability.
- **Transition:** The FDRC and RSF Field Coordinators will execute the transition plans developed during earlier stages to ensure a seamless shift from on site and virtual support to steady state program administration and information sharing.

### **Federal Agency Specific Critical Functions and Activities**

The two tables below describe the specific roles and responsibilities of Federal coordinating agencies.

**Table A-2: Operational Coordination Agency Specific Functions and Activities**

Agency	Critical Functions and Activities
<p>Federal Emergency Management Agency</p>	<p>As a Lead Agency for Operational Coordination, FEMA’s roles include:</p> <ul style="list-style-type: none"> <li>▪ Operating the National Response Coordination Center (NRCC), which integrates the Nation’s emergency response teams, systems, and capabilities into a comprehensive, coordinated operational capability to provide an effective and efficient response to major disasters or emergencies.</li> <li>▪ Operating the Regional Response Coordination Center (RRCC), which functions as the regional interface between the states and the FEMA NRCC to maintain situational awareness with all partners until a JFO opens. The RRCC coordinates personnel and resource deployments to support disaster operations and prioritizes interagency allocation of resources.</li> <li>▪ Providing Federal leadership (the FCO and FDRC) for interagency coordination during Stafford Act events (other agencies may serve as lead Federal official during non-Stafford Act events).</li> <li>▪ Providing technical and advisory assistance to affected local, state, tribal, territorial, and insular area governments for recovery activities, including disaster impact assessments and recovery planning. Additional support may include: <ul style="list-style-type: none"> <li>• Advising and providing training if needed to local officials in overall recovery leadership and recovery management.</li> <li>• Improving local capability to effectively lead local recovery organizations and communications; apply evaluation and decision making techniques such as benefit cost analysis and technical study; coordinate and resolve conflicts with other local governments; and establish policies and priorities in coordination with state, Federal, and other organizations’ policies.</li> <li>• Supporting local governments to establish an LDRM or equivalent positions or functions as appropriate.</li> <li>• Facilitating resources, such as funding, training, and technical assistance, to aid local governments in developing local disaster recovery management capabilities through recovery managers, grants management, municipal finance, project management, communications, outreach, and coordination.</li> <li>• Aiding local leaders and recovery managers to integrate resilience, mitigation, and sustainability principles and approaches into leadership and recovery investments.</li> </ul> </li> <li>▪ Providing Voluntary Agency Liaison support to state voluntary agencies, including, but not limited to, their Voluntary Organizations Active in Disaster, and assisting in the formation of Long-Term Recovery Groups (LTRGs).</li> <li>▪ Managing the NDRS Cadre of disaster reservists that support the FDRC and Community Planning and Capacity Building (CPCB) during field operations.</li> </ul> <p>As a Coordinating Agency of the CPCB RSF, FEMA’s roles and responsibilities for Operational Coordination may include:</p> <ul style="list-style-type: none"> <li>▪ Representing the CPCB RSF at the national level and at the JFO.</li> </ul>

Agency	Critical Functions and Activities
	<ul style="list-style-type: none"> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, facilitating recovery support activities and assistance planning, and leading the coordination of the CPCB RSF with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the CPCB RSF.</li> <li>▪ Activating and deploying community recovery planning SMEs.</li> </ul>
Department of Commerce	<p>As a Coordinating Agency of the Economic (ECON) Recovery RSF, DOC’s roles and responsibilities for Operational Coordination may include:</p> <ul style="list-style-type: none"> <li>▪ Representing the Economic RSF at the national level and at the JFO.</li> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, facilitating recovery support activities and assistance planning, and leading the coordination of the ECON Recovery core capability with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the Economic RSF.</li> <li>▪ Activating and deploying economic recovery SMEs.</li> </ul>
Department of Health and Human Services	<p>As a Coordinating Agency of the Health &amp; Social Services (HSS) RSF, HHS’s roles for Operational Coordination may include:</p> <ul style="list-style-type: none"> <li>▪ Representing the HSS RSF at the national level and at the JFO.</li> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, and facilitating recovery support activities and assistance planning and delivery on the part of the HSS Recovery core capability with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the HSS RSF.</li> <li>▪ Activating and deploying HSS recovery SMEs.</li> </ul>
Department of the Interior	<p>As a Coordinating Agency of the Natural &amp; Cultural Recovery (NCR) RSF, DOI’s roles for Operational Coordination may include:</p> <ul style="list-style-type: none"> <li>▪ Representing the NCR RSF at the national level and at the JFO.</li> <li>▪ Providing technical expertise to the UFR Advisor in coordinating EHP compliance among the RSFs.</li> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, and facilitating recovery support activities and assistance planning and delivery on the part of the NCR Recovery core capability with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the NCR RSF.</li> <li>▪ Activating and deploying NCR recovery SMEs.</li> </ul>

Agency	Critical Functions and Activities
Department of Housing and Urban Development	As a Coordinating Agency of the Housing RSF, HUD’s roles for Operational Coordination may include: <ul style="list-style-type: none"> <li>▪ Representing the Housing RSF at the national level and at the JFO.</li> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, and facilitating recovery support activities and assistance planning and delivery on the part of the Housing Recovery core capability with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the Housing RSF.</li> <li>▪ Activating and deploying housing recovery SMEs.</li> </ul>
U.S. Army Corps of Engineers	As a Coordinating Agency of the Infrastructure Systems (IS) RSF, USACE’s roles for Operational Coordination may include: <ul style="list-style-type: none"> <li>▪ Representing the IS RSF at the national level and at the JFO.</li> <li>▪ Supporting the FDRC’s cross-capability coordination efforts, and facilitating recovery support activities and assistance planning and delivery on the part of the IS Recovery core capability with local, state, tribal, and territorial partners and other core capabilities.</li> <li>▪ Convening the RSF and formalizing communications/meetings with the IS RSF.</li> <li>▪ Facilitating the prioritization of infrastructure systems recovery efforts considering their regional and national-level impacts.</li> <li>▪ Activating and deploying infrastructure recovery SMEs.</li> </ul>

**Resources**

This Annex should be used in tandem with the Recovery FIOP base plan, which contains guidance common to all eight Recovery core capabilities.

**Table A-3: Key Guidance Documents: Operational Coordination Core Capability**

Title	Description	Location
ESF #15	Primary guiding document to coordinate an integrated Federal incident communications system.	<a href="http://www.fema.gov/media-library-data/965d87d8c5ffc4bcccb01979913e01fc/ESF15_SOP_08-30-2013-02.pdf">http://www.fema.gov/media-library-data/965d87d8c5ffc4bcccb01979913e01fc/ESF15_SOP_08-30-2013-02.pdf</a>
Disability Integration Advisor SOP	Guidance for the Disability Integration Advisor.	In development
Mitigation Advisor CONOPS	Guidance for the Mitigation Advisor.	In development
UFR CONOPS	Provides guidance for the UFR process.	In development
UFR SOP	Outlines the roles and responsibilities of the UFR Advisor.	In development
UFR website	Central repository of tools and documents to support the UFR process.	<a href="https://www.fema.gov/unified-Federal-environmental-and-historic-preservation-review-presidentially-declared-disasters">https://www.fema.gov/unified-Federal-environmental-and-historic-preservation-review-presidentially-declared-disasters</a>

**Additional Technical References for Community Resilience, Mitigation & Recovery Planning**

Title	Description	Location
Rebuilding for a More Sustainable Future: An Operational Framework (FEMA 365)	Introduces principles and practices of sustainable development and explains the need for sustainable actions to be incorporated into the post-disaster recovery process and other community objectives related to economic health, environmental stability, and social well-being.	<a href="http://www.fema.gov/media-library/assets/documents/767">http://www.fema.gov/media-library/assets/documents/767</a>
Planning for a Sustainable Future: The Link Between Hazard Mitigation and Livability (FEMA 364)	Illustrates how communities, can integrate the concepts and principles of sustainable development into each phase of mitigation planning.	<a href="http://www.fema.gov/media-library/assets/documents/2110">http://www.fema.gov/media-library/assets/documents/2110</a>
Community Recovery Management Toolkit, FEMA	Compilation of guidance, case studies, tools, and training to assist local communities in managing long-term recovery following a disaster.	<a href="http://www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit">www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit</a>

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## Annex B: Planning

### *Purpose*

The purpose of the Planning core capability annex is to identify and define how the Federal family will support implementation of the Planning core capability. The Planning core capability is defined in the National Preparedness Goal: Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. This annex addresses both Federal operational planning to support disaster recovery and Federal support for community based recovery planning.

### **Federal Recovery Planning**

The Planning core capability enables operational coordination and facilitates effective decision-making. The Planning core capability establishes the strategy to achieve the mission, goal, and target; outlines operational and support activities to address the situation and risks; and identifies resource requirements prior to and following an incident. It is necessary to accurately understand the risks presented and triggers for these risks to reduce vulnerability. Recovery leaders set the strategic direction, and objectives of the operation based on local, state, tribal, and territorial support needs. These objectives are documented in plans that serve as a tool for communication, priority setting, information sharing, training, and exercises. Plans serve as a common reference for decision making.

This annex describes how the Recovery mission employs the operational planning process to organize recovery resources and activities. It describes the importance of and linkages between post-incident planning processes in the field: Incident Action Planning, Incident Strategic Planning, MSA, and RSS development.

### **Community Based Recovery Planning Federal Support**

The Federal Government coordinates support from Federal agencies and other partner organizations to assist local and tribal governments in carrying out their roles and responsibilities for local community-based recovery planning under the Planning core capability. The NDRF stresses the importance of the role of local and tribal government and community-based planning in successful recovery. The Community Planning Capacity Building Recovery Support Function is the Federal coordination element that brings together agencies and organizations that can assist state and local governments to conduct appropriate community-based recovery planning.

### **Definitions**

#### *Planning Core Capability*

The Federal Government's Planning core capability critical task is to develop strategic, operational, and tactical recovery plans at the Federal level that will meet defined support objectives and support the local, state, tribal, and territorial governments to develop their own plans, as appropriate, to work in concert with Federal plans. To implement this task, Federal agencies must adequately identify critical objectives based on the planning requirements that provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the time frame contemplated in the plan using available resources.

#### *Strategic Planning*

In the context of operations, strategy develops direction, broad objectives, or ideas in a synchronized and integrated fashion to achieve national, and/or inter-agency objectives.

- End-state describing the desired situation that will exist when success is achieved.
- Mission statement: defining the purpose and operational objectives:
  - What will the plan accomplish,
  - Goals and objectives, and
  - Who is responsible?

### ***Operational Planning***

The operational level links the tactical requirements to strategic objectives.

- Identifies the strategic specified and implied tasks.
- Sequences the tasks and identifies the time periods in which each can be started and must be completed.
- Identifies the mission-essential tasks from among these specified and implied tasks. A mission-essential task is one of such importance that without its completion the mission will fail.
- The purpose, end state, and essential tasks into a specific and measurable description of the mission objectives.
- Use an integrated planning process to develop a coordinated operational plan across local, state, tribal, territorial, insular area, and Federal jurisdictions.

### ***Tactical Planning***

Tactics is the employment and ordered arrangement of personnel and resources in relation to each other to achieve a specific objective.

- Based on the operational plan, identify critical objectives across the mission areas and operational phases.
- Identify required resources to achieve the critical objectives in the most effective and cost-effective manner.
- Identify, sequence, and scope tasks to achieve measurable objective targets.

All recovery planning is generally conducted in partnership with other organizations. Planners coordinate the development of plans using the output of the RSF coordination efforts, apply a standard process, and recognize that the end users of a plan are not the planners, but the recovery managers within the Recovery Support Functions, local, state, tribal, or territorial governments, or partner organizations.

Planners must simultaneously think ahead at the strategic level, stay current at the operational level, and be informed by tactical level developments. Recovery requires an additional echelon, community approach to contribute to each jurisdiction's attainment of the capacity to (1) develop, coordinate, manage, lead, and implement its own community recovery plans; and (2) help bridge resource shortfalls.

### ***Community-Based Planning***

Community-based recovery planning applies city and community planning principles and processes to assist communities and their whole-community partners and stakeholders in making informed decisions on goals, objectives, policies, priorities, and programs that will guide the overall



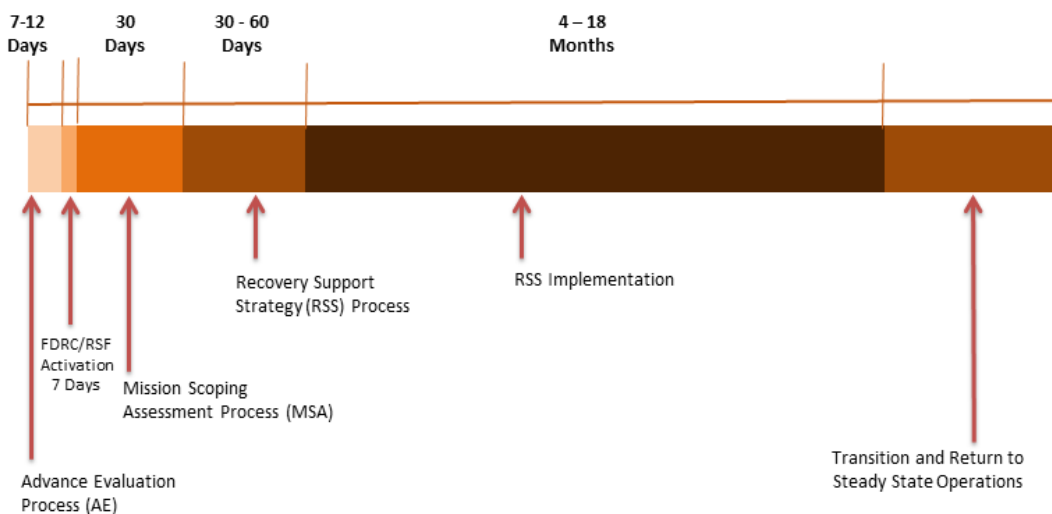
community’s recovery. Community-based planning, along with local primacy, is a key element highlighted in the NDRF.

**Capacity Building**

Capacity building refers to strengthening the skills, competencies, resources, and abilities of people, governments, and communities so they can undertake community recovery planning processes effectively and efficiently.

**Objectives and Considerations**

The Recovery mission leverages the operational planning process to organize recovery resources and activities. There are critical linkages between post-incident planning in the field: Incident Action Planning, Incident Strategic Planning, MSA, and RSS development. At the same time, it is critical to note that the types of planning that occur under the Recovery mission are, while fully integrated, distinct—the difference between the types of planning that occur to ensure the day-to-day communication and resource flows are maintained, versus the planning done in concert with Federal agencies and whole community partners to coordinate the variety of support available to local, state, tribal, and territorial governments post-disaster.



**Figure B-1: The Recovery Operational Timeline**

**Considerations**

**Federal Planning**

Deliberate plans (developed under non-emergency conditions) are developed at all levels, from local to the Federal, and horizontally through departments and agencies responsible for delivering core capabilities. Incident plans adapt deliberate plans or portions of them for application to the specific incident at hand. Incident specific planning includes the following documents:

Incident Action Plan

The IAP is a written plan that contains the incident objectives and work assignments necessary to manage an incident during a specific operational period. It provides essential information regarding incident organization, resource allocation, work assignments, safety, and weather. It is also the

primary tool for managing incidents for all interagency partners involved in these operations. The incident action planning process includes a set of activities that are repeated each operational period to provide consistent rhythm and structure to incident management. IAP efforts are focused on gaining an understanding of the situation and establishing initial incident priorities, strategies, and tactics. Pertinent plans at the local, state, tribal, territorial, and Federal levels may identify or suggest incident priorities.

#### Incident Strategic Plan

The UCG produces an incident strategic plan (ISP) that lays out where the UCG wants response and recovery and mitigation operations to be at selected times along a complete incident timeline. All incident plans directly or indirectly support the ISP. It should be developed, at least in skeleton form, as soon as possible after an incident. Existing and applicable deliberate plans may provide notional goals, priorities, and an end state. They may also provide information to build an incident timeline, such as tasks by operational phase. It outlines the goals, operational priorities, and desired end state that enables the UCG to determine where it stands in the lifecycle of the incident and when goals have been achieved. Longer-term goals form the foundation of the ISP, laying out when the UCG wants Response, Recovery, and Mitigation operations to occur along an incident timeline.

#### Recovery Support Strategy

The RSS is the document that outlines the unified approach that the FDRC and the RSF agencies will take to support local, state, tribal, and territorial governments' disaster recovery needs and goals. The RSS is developed by the RSFs with the support of the FCO/FDRC staff. The RSS is not a recovery plan for local, state, tribal, and territorial governments. The RSS identifies how the FDRC and RSFs will contribute to each jurisdiction's attainment of the capacity to (1) develop, coordinate, manage, lead, and implement its own community recovery plans; and (2) help bridge resource shortfalls. The RSS provides an anticipated timeline for engaging with disaster-impacted communities, and the level, type, and duration of Federal support to be provided to the impacted jurisdictions.

#### ***Community-Based Planning***

The responsibility of preparing for recovery begins with the individual and integrates with the larger responsibility of the community and local government. Community recovery planning efforts before and after disaster need to reflect and involve the whole community and be supported by voluntary, faith-based and community organizations; businesses; and local, state, tribal, territorial, and Federal governments. To support inclusiveness of all community members in community recovery planning, local governments should employ a whole-community engagement strategy that builds local resilience and promotes joint ownership of the community's recovery by all stakeholders.

Post-disaster community-based recovery planning is a decision-making process to adapt and implement pre-disaster priorities and policies. Community recovery planning facilitates and guides local leaders and community stakeholders through a process to make complex, community-wide decisions. The planning process is intended, first and foremost, to guide decisions and may not result in a formal plan document being produced. Community-based recovery planning results in establishment of community vision, goals, objectives, initiatives, programs, strategies and ultimately recovery actions. A post-disaster recovery plan document is often created when the complexity of the recovery and revitalization activities necessitates a more elaborate process. The resulting document communicates the outcome of that complex process through an integrated plan.

Whether a formal document is created or not, a community-driven post-disaster planning process forms the foundation for optimal integration of public, private, and nongovernmental efforts across the Recovery core capabilities; the setting of recovery goals and priorities at the community level;

and allocation of resources. The planning process aids community leaders in setting benchmarks that will be used to measure progress toward a community-defined recovery outcome. All affected communities can benefit by engaging in a disaster recovery planning process and developing inclusive strategies that are meaningful to multiple audiences, including members of the community, potential funders, nongovernmental organizations, other whole community stakeholders, and local, state, tribal, territorial, and Federal governments.

### ***Planning Outcomes***

#### Overall Survivor Outcomes Resulting from Effective Planning

Federal planning and community-based recovery planning facilitate the following outcomes for survivors and communities:

- Recovery occurs more quickly and effectively;
- Recovery goals, objectives, actions, and investments are based on sound information and consistent with the needs of stakeholders and the whole community;
- Local, state, tribal, territorial, and Federal governments and officials share appropriate accountability for successful disaster management;
- Recovery plans and associated actions and progress are communicated to stakeholders allowing for more effective individual decisions and recovery; and
- Resilience considerations are integrated into decisions, and actions and investments are more effective in building the long-term resilience.

#### Desired Outcomes for Federal Planning

Planning by Federal agencies and their partners facilitates the following outcomes:

- Identification of significant recovery needs, challenges, and gaps across the relevant core capabilities;
- Identification of strategies and objectives to address those recovery needs, challenges, and gaps;
- Identification of critical actions and associated stakeholders, partners, and resources that can support resolution of those needs linked to executable and timely Federal support actions that meet defined recovery incident objectives;
- Effective management and communication of expected and actual progress to local, state, tribal, territorial, and Federal recovery partners regarding achievement of Federal strategies and objectives;
- Identification of mitigation opportunities and ensure coordination with mitigation plan(s); and
- Identification of opportunities for greater resiliency.

#### Desired Outcomes for Community-Based Recovery Planning

Community recovery planning by local, tribal, and community leaders and governments facilitates the following outcomes:

- A systematic, strategic, and inclusive post-disaster community-based recovery planning process;
- Local recovery planning that applies an inclusive, accessible, culturally and linguistically appropriate local stakeholder engagement process;

- Incorporation of resilience, mitigation, and sustainability and long-range considerations into local recovery planning;
- An improved local planning process that ensures a more effective and efficient use of state, Federal, nongovernmental, and private sector funds;
- Increased community-wide support and understanding of sustainability and resiliency principles applicable to the needs and opportunities presented during disaster recovery; and
- Communities are able to shorten and better communicate the timeline and improve specific recovery outcomes through more effective locally based decision-making and management.

## ***Recovery Targets***

### **Federal Planning**

Develop operational plans that adequately identify critical objectives based on the planning requirements, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objective, and are implemented within a time frame contemplated in the plan using available resources.

1. Use of an integrated planning process to develop a coordinated operational plan across local, state, tribal, territorial, insular, and Federal jurisdictions.
2. Based upon the operational plan, identify critical objectives across the mission areas and operational phases.
3. Identify required resources to achieve the critical objectives in the most effective and cost-effective manner.
4. Identify, sequence, and scope tasks to achieve measurable objective targets.

### **Federal Support to Community-Based Recovery Planning**

Each of the targets below represent a major activity in the community recovery planning process that the Federal agencies may support to improve local recovery planning outcomes. Success of the Federal effort is measured by the degree to which agencies can use their authorities to facilitate effective and efficient delivery of support that increases the affected communities' capabilities in each of the below targets. Federal departments and agencies and their partner organizations can provide a wide range of support that addresses narrow or broader aspects of needed community planning capabilities, including provision of information, guidance, tools, training, staffing, funding, loans, mutual aid, and technical assistance.

1. The community has the knowledge and resources to initiate a Recovery Planning Process
  - 1.1. Local and tribal leadership understand and, as appropriate, are able to make decisions on when to apply community recovery planning.

Typical Federal support activities that support this target: Educate leaders on community recovery planning benefits, needs, outcomes, resources, and value of community engagement and need for a planning process to integrate resilience and mitigation into recovery. This often includes facilitation of peer-to-peer planner support, training, information, outreach to community leaders for awareness and basic education on the needs and benefits of community recovery planning.

- 1.2. Local and tribal leaders and governments have the ability to establish the scope of and launch a community's recovery planning effort.

Typical Federal support activities that support this target: Provide self-assessment resources to aid communities in defining needed and appropriate planning activities, gathering of information sharing information to facilitate informational and educational support, and targeting of technical assistance to communities to aid in defining the scope of a recovery planning process, as deemed necessary by the communities themselves.

- 1.3. Local and tribal governments have information about and ability to organize the community's recovery planning committee(s).

Typical Federal support activities that support this target: Support establishment of local recovery structures that organize community elements (government, nongovernment, stakeholders) for participation in recovery planning efforts (development of a plan or other formal strategy or action plan decision-making process).

- 1.4. Local and tribal governments have the capacity and capability to engage stakeholders in the community's planning process, facilitating input, prioritizing and confirming recovery goals, objectives and actions.

Typical Federal support activities that support this target: Support to local stakeholder engagement processes that improve involvement of whole-community in the recovery process. When this is not in support of a local planning process, the need or activity will be addressed by departments and agencies that support the Public Information and Warning core capability.

2. The community has the ability and capacity to conduct research and analysis to develop their plan for recovery.

- 2.1. Local and tribal governments have the knowledge and experience available to conduct assessment and fact-based analysis to support the community's planning process.

Typical Federal support activities that support this target: Provide overall information to communities conducting planning to facilitate access to data, provide general decision-support tools, information, and training to communities for use during a development of a community recovery plan. Technical needs identified by agencies supporting planning will be referred to owners of the other core capabilities for application of any needed subject matter expertise.

- 2.2. Local and tribal governments have access to information and expertise to integrate resilience, mitigation, sustainability, and state-of-the-art community design into recovery planning efforts.

Typical Federal support activities that support this target: Provide information, training, guidance, tools, and technical assistance in various forms to support integration of resilience, mitigation, sustainability, and community design into local recovery planning. Achieving this target will require coordination and collaboration with agencies implementing the Mitigation core capabilities, particularly the planning and community resilience capabilities, to ensure that communities have access to future risk information, make use of mitigation planning tools, best practices, and partnerships.

3. The community has the capability to develop and adopt the plan
  - 3.1. Local governments are able to develop recovery plans or strategies, including developing goals, objectives, and actions that comprise the community's recovery plan.

Typical Federal support activities that support this target: Provide information, guidance, training, facilitation, technical assistance, and funding resources to enable local governments to carry out their own planning processes and develop their own recovery plans. Also, support to states for development of disaster-wide local planning support programs.

4. The community has the ability to implement the plan
  - 4.1. Local governments have access to the knowledge and ability to establish a recovery management systems, organization and capability to implement the community's recovery plans.

Typical Federal support activities that support this target: The Planning core capability does not directly support this target, but relies on departments and agencies implementing the Operational Coordination core capability to provide resources for local disaster recovery management capability development. This is key to success of the local capability to implement recovery plans. CPCB coordinates with and refers to the Operational Coordination core capability for local recovery management capacity building to ensure recovery management capacity building is integrated into planning supported by CPCB RSF partners.

## ***Federal Coordinating Structure***

### **Federal Planning**

All RSFs support the delivery of the Planning core capability. Each department and agency involved in Recovery adapts their plans for actual incidents and integrates them into a unified Federal effort.

#### ***Federal Planning Roles and Responsibilities***

NDRS mission support staff is the node for RSFs to input requirements, information, and support at the JFO Level. The NDRS mission support staff connects to the JFO Planning Tactics Meeting.

#### Federal Disaster Recovery Coordinator

The FDRC provides the leadership and direction that will guide development and implementation of the RSS. The FDRC supports the local, state, tribal, territorial, and insular area recovery goals and priorities. The FDRC ensures the interagency recovery coordination group supports and leverages the overall JFO IAP and Incident Strategic Planning processes.

#### Federal Disaster Recovery Officer

The FDRO's role is to assist the FDRC in the execution of the interagency recovery coordination mission, coordination of the assessment processes, and development and implementation of the RSS by providing general operational and management support.

#### JFO Planning Section

The Planning Section is responsible for collecting, evaluating, and disseminating operational information pertaining to the incident. This Section maintains information and intelligence on the current and forecasted situation, as well as the status of resources assigned to the incident. The Planning Section collects information from the Recovery Coordination Group to prepare and document IAPs, the ISP, and incident maps, and gathers and disseminates information and

intelligence critical to the incident. They use geographic information system (GIS) mapping and analysis products to support recovery efforts.

### ***Federal Planning Critical Functions and Activities***

The primary incident operational planning activities to support the recovery mission in the field are JFO incident action planning, incident strategic planning, MSA, and RSS development.

#### JFO Incident Action Planning

The incident action planning process provides a tool to synchronize operations at the incident level and ensures that incident operations are conducted in support of incident objectives. The iterative incident action planning process provides FEMA and all interagency partners involved in incident management operations the primary tool for managing incidents. A disciplined system of planning phases and collaboration sessions fosters partnerships and clearly focuses incident operations.

#### Incident Strategic Planning

The ISP and planning process serves as a strategic management tool that provides decision makers and practitioners with a comprehensive understanding of whole community support aligned to UCG's strategic priorities.

These goals, priorities, and activities are representative of the whole community and furthermore aligned by the core capabilities as outlined in the National Preparedness Goal.

The ISP will inform the IAP, as well as the MSA and RSS. The IAP, MSA, RSS, Management plans, etc., need to be informed by the ISP, as that outlines the incident priorities.

The Planning Section will hold the initial responsibility for completing the ISP and submitting to UCG/FCO. As the incident transitions out of response, the FDRC and mission support group will begin providing significant input for the ISP. After the Planning Section demobilizes, the responsibility for managing the ISP lies with the FDRC, updated by and coordinated through the mission support group.

#### Mission Scoping Assessment Process (See Base Plan Step 3)

The goal of the MSA process is not to create a fully articulated plan, but to identify the recovery needs and issues that can be addressed within or across the responsibility, resources, programs and authorities of the RSF(s).

The RSF Field Coordinators should use the initial findings in the AEP as a starting point for their MSA process. The MSA process should take about 30 days to complete from the time FDRC deems the RSF Field Coordinators mission capable to the time when the MSA Report is completed.

While each RSF will have different information requirements and analytical approaches, RSF National Coordinators will ensure that established guidance developed in coordination with RSF partner agencies provides processes that are synchronized across all RSFs. FDRCs and Field Coordinators will collaborate to tailor the guidance to the specific conditions of an incident so as to minimize burdens on communities ask to provide data.

The MSA Report contains the data findings, interpretation and, most importantly, the identification of the recovery issues and needs to be addressed in the RSS. The MSA process may also reveal and inform the FDRC and RSF National Coordinators and other stakeholders if continued work by specific RSF(s) is no longer warranted.

The MSA process may also capture the following elements, as appropriate:

- Current and anticipated recovery issues and needs;
- Jurisdictions that may require additional technical assistance;
- Any area-wide or overarching, multi-sector, or regional recovery issues; and
- Potential opportunities for improving community resilience.

The MSA Report is an FDRC-RSF internal document that (with FDRC/SCO approval) may be distributed to local and state recovery stakeholders. These recovery stakeholders may have provided input into the MSA development process and will likely play a key role in the recovery process.

The UFR Advisor will work with the FDRC, RSFs, local, state, tribal, territorial, insular area, and JFO counterparts during mission scoping to outline the coordination necessary under the UFR and how expedient the EHP review process can be achieved in this disaster recovery.

#### Recovery Support Strategy Development Process (See Base Plan Step 4)

The RSS serves a critical role in the effective management and application of a wide range of FDRC and RSF capabilities and resources in meeting local needs and priorities, accomplishing the following items:

- Serves as an internal coordinating document for the RSF agencies and organizations;
- Serves as the RSFs' strategic roadmap to support local, state, tribal, and territorial partners in their recovery effort;
- Provides a coordination platform to help integrate, organize, and manage the RSF support activities and resources into a cohesive recovery support effort that will yield a more efficient and effective recovery support outcome;
- Identifies the RSFs' strategic objectives and outlines the recovery support actions that each RSF will undertake to achieve those objectives;
- Reflects integration of expertise from Mitigation Advisor, Disability Integration Advisor, and UFR Advisor into recovery support actions;
- Serves as a cohesive and organized way to inform the recovery stakeholders of the type, scope, and nature of RSF recovery support that will be provided to local, state, tribal, territorial, and insular area governments;
- Provides a timeframe for when Federal recovery support activities will be completed by identifying support milestones and deliverables;
- Plays a critical role in helping each RSF Field Coordinator define their intended "end states" and how they define completion of their mission; and
- Helps to integrate the resources of all RSFs into a coordinated recovery support effort aimed at supporting the local, state, tribal, territorial, and insular area governments to achieve their recovery goals as effectively and efficiently as possible.

It is important to note that the RSS is not a state or local recovery plan.

The audience for the RSS may shift as the recovery coordination mission evolves and information sharing requirements unfold, but in most cases there is an immediate audience that will be informed by the RSS that includes the following stakeholders:

- Leadership of the RSF agencies, departments and collaborative partners;



- FCO and FDRC;
- TCO and TDRC;
- SCO and SDRC;
- FEMA RA; and
- Other Federal leadership.

The RSS is also useful for communicating Federal RSF activities to recovery partners and stakeholders:

- Other state/tribal recovery officials;
- State/tribal agency counterparts; and
- National and state task forces.

Certain components of the RSS may also be of interest to local recovery managers. Additionally, there may be other partners and stakeholders who may also utilize it as an outline to manage their recovery activities.

While the RSS is still in development, recovery efforts and actions will be ongoing at the local, state, tribal, territorial, and insular area government levels. The RSS development process must stay attuned to ongoing recovery actions and incorporate those activities and considerations in determining how RSF recovery support activities can dovetail with ongoing activities to more effectively and efficiently support the recovery effort.

The FDRC and RSF Field Coordinators must maintain an effective communication with the SDRC/TDRC and an awareness of ongoing recovery initiatives and activities.

FDRC and RSF Field Coordinators need to coordinate their activities with local, state, tribal, territorial, and insular area counterparts and develop recovery support actions that are consistent, complementary, and contribute to ongoing recovery efforts.

The RSS (when necessary) should be included as an annex to the ISP.

### **Community Planning and Capacity Building Recovery Support Function (CPCB RSF)**

At the local, state, tribal, or territorial level there may be a need for additional capacity to undertake community-based recovery planning and management. The CPCB RSF was developed to better coordinate Federal support to these capacity needs for recovery planning when there is a need for enhanced coordination after large, unique or catastrophic disasters.

The mission of the CPCB RSF is to enable local governments to effectively and efficiently carry out community-based recovery planning in the post disaster environment. Recovery planning in the post-disaster environment builds short- and long-term community resilience, empowers local leaders and stakeholders, and improves recovery outcomes at the individual and community levels.

Under this mission, CPCB RSF coordinates Federal and non-Federal support to local and tribal governments to build their ability to apply the Planning core capability. CPCB also supports state or territorial governments to develop programs of support for local recovery planning.

The CPCB RSF supports local, state, tribal, and territorial leaders and governments in undertaking community recovery planning and building the capacity of local governments to plan for themselves. CPCB RSF works with primary and support agencies and other participating partners to identify

disaster-wide issues or opportunities for improving local planning outcomes, identifies strategic issues or policy challenges, and works with partners to identify communities of interest and works to facilitate those partners collaboration with other organizations to support local planning.

**Table B-1: Members of the CPCB RSF**

Community Planning and Capacity Building
<b>Coordinating Agency:</b> Department of Homeland Security(DHS)/Federal Emergency Management Agency(FEMA)
<b>Primary Agencies:</b> DHS/FEMA; Department of Housing and Urban Development
<b>Supporting Agencies:</b> American Red Cross; Corporation for National and Community Service; Delta Regional Authority; Department of Agriculture (USDA); Department of Commerce (DOC); Department of Education; Department of Health and Human Services (HHS); DHS; Department of Housing and Urban Development (HUD); Department of the Interior (DOI); Department of Justice (DOJ); Department of Transportation (DOT); Environmental Protection Agency (EPA); General Services Administration (GSA); National Voluntary Organizations Active in Disaster (NVOAD); Small Business Administration (SBA); U.S. Access Board; U.S. Army Corps of Engineers (USACE)

***CPCB RSF Critical Functions and Activities***

The CPCB RSF provides the primary point of coordination of Federal and national partner support for community-based recovery planning post-disaster.

**Table B-2: Coordinating Agencies and Functions**

Coordinating Agency	Functions
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides the leadership, management, and support staff needed to coordinate the CPCB RSF. This includes the CPCB National Coordinator and Regional Coordinators, and CPCB RSF FEMA disaster reservists.</li> <li>▪ Manages a coordination forum for non-federal partners to participate in CPCB coordination and information sharing pre- and post-disaster.</li> <li>▪ Maintains communication within the CPCB RSF and with other RSFs and core capability owners pre- and post-disaster, and facilitates sharing of operational and disaster information relevant to CPCB.</li> <li>▪ Communicates across RSF and mission areas about new and ongoing support activities.</li> <li>▪ Represents CPCB RSF at the JFO and at the state and Federal levels.</li> <li>▪ Initiates the activation and deployment of recovery personnel by a partner agency by issuing a mission assignment to that agency.</li> <li>▪ Monitors supported and implemented recovery programs.</li> </ul>

**Table B-3: Primary Agencies and Functions**

Primary Agency	Functions
<p>Department of Housing and Urban Development</p>	<ul style="list-style-type: none"> <li>▪ Administers funding for recovery planning and projects under the Community Development Block Grant (CDBG) Program.</li> <li>▪ Provides assistance for housing, neighborhood stabilization, infrastructure, mortgage financing, and public housing repair and reconstruction.</li> <li>▪ Assists in projects to promote the restoration or creation of inclusive, economically resilient and sustainable communities.</li> </ul>
<p>Federal Emergency Management Agency</p>	<ul style="list-style-type: none"> <li>▪ Provides Voluntary Agency Liaison support to State voluntary agencies, including but not limited to their Voluntary Organizations Active in Disaster, and assist in the formation of LTRGs.</li> <li>▪ Provides Hazard Mitigation planning, technical and grants assistance, including the Hazard Mitigation Grant Program.</li> <li>▪ Provides preparedness grants, technical assistance, and training, including the Homeland Security Grant Program and Emergency Management Performance Grants.</li> <li>▪ Provides disaster assistance through the Public Assistance (PA) and Individual Assistance (IA) programs.</li> <li>▪ Provides information on future risk and resilience considerations and strategies.</li> <li>▪ Provides Community Planning Assistance (CPA), direct and advisory assistance to affected local, tribal, territorial, and insular area governments for recovery planning activities, (and states and territories to establish local programs of support).<sup>5</sup></li> <li>▪ Direct planning assistance in limited circumstances for support to local, tribal, territorial, or insular governments for conducting a local long-term community recovery planning process. This work is limited to the most challenged and limited capacity communities, with a high level of impact, and most in need of support for recovery planning. This support augments support that can be identified through the coordination activities under the CPCB RSF. This assistance requires a specific assessment, and must be developed in conjunction with the CPCB coordination process and concurred on by the state. This direct assistance concludes with the completion of a local recovery plan. This does not include assistance to conduct any technical studies.</li> <li>▪ Advisory planning assistance, generally focused on informational, educational, and consultation activities, including training, peer to peer support, symposia, workshops, planning subject matter advice, and development and dissemination of recovery planning and related guidance. FEMA does not undertake work on behalf of a local government.</li> </ul>

<sup>5</sup> FEMA authority under Stafford Act § 402(3)(A),(F) (codified at 42 U.S.C. § 5170a(3)(A),(F)).

**Table B-4: Supporting Organizations and Functions**

Supporting Organization	Functions
Corporation for National and Community Service	<ul style="list-style-type: none"> <li>▪ Supports the RSF national and field operations with technical assistance and staffing support, as appropriate.</li> <li>▪ Provides economic damage assessment information from its network of volunteer organizations and other stakeholders.</li> <li>▪ Provides targeted capacity building assistance in the form of human capital.</li> </ul>
Delta Regional Authority	<ul style="list-style-type: none"> <li>▪ Works to improve the lives of residents in parts of eight states, including Alabama, Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee.</li> <li>▪ Assists communities in bringing together partnerships between local, state, and Federal levels.</li> <li>▪ Leverages investments made by other Federal departments, state, territorial, tribal, and local partners, and private entities.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides flexible grants to help cities, counties, and states recover from disasters, especially in low-income areas, subject to availability of funding.</li> </ul>
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to improve the quality of life in rural communities, including strategies to increase employment opportunities, home ownership, and access to broadband.</li> <li>▪ Provides economic and physical damage assessment on USDA-financed community infrastructure and programs.</li> <li>▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Leverages investments made by other Federal departments, local state, tribal, and territorial partners, and private entities for community recovery.</li> <li>▪ Provides technical assistance in assessment and developing plans and strategies to address pet and animal recovery issues (zoos/exhibitors, research laboratories, commercial breeders, animal transporters) and communities.</li> <li>▪ Provides technical assistance to support recovery planning for agriculture based communities.</li> <li>▪ Assists in community planning in rural communities.</li> </ul>
Department of Commerce	<ul style="list-style-type: none"> <li>▪ Supplies geospatial data and technological support through the National Oceanic and Atmospheric Administration.</li> <li>▪ Supports recovery efforts through building science expertise through the National Institute of Standards and Technology.</li> <li>▪ Promotes economic recovery support through coordination of Economic Development Administration programs.</li> <li>▪ Provides economic assessment reports and subject matter expertise for economic recovery strategies post-disaster.</li> </ul>

Supporting Organization	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes and project requirements for Department of Health and Human Services programs as applicable under existing authorities.</li> <li>▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Department of Homeland Security	<ul style="list-style-type: none"> <li>▪ Civil Rights and Civil Liberties—Provides guidance and coordinates resources to assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination on account of race, color, national origin (including LEP), religion, sex, age, disability, or other characteristics.</li> <li>▪ Infrastructure Protection—Provides information and communicates with relevant stakeholder networks, coordinates with relevant Federal interagency and nongovernmental organization partners, and participates in the impact assessment protocol.</li> <li>▪ Assists in the prioritization and restoration of critical infrastructure.</li> </ul>
Department of the Interior	<ul style="list-style-type: none"> <li>▪ Supplies scientific data to protect and inform communities.</li> <li>▪ Provides technical assistance on hazard and risk assessment and geospatial support through the U.S. Geological Survey.</li> <li>▪ Provides critical information and guidance about protecting natural resources and cultural assets.</li> <li>▪ Provides technical expertise for natural, cultural, and historic properties issues; fulfills responsibilities under the National Historic Preservation Act.</li> <li>▪ Provides funding to Federally-recognized American Indian and Alaska Native tribes for social services, infrastructure support, education, and other community development projects/programs through the Bureau of Indian Affairs.</li> </ul>
Department of Justice	<ul style="list-style-type: none"> <li>▪ Ensures and supports the fair, impartial, efficient, and transparent administration of justice at the local, state, tribal, territorial, and insular area levels.</li> <li>▪ Protects rights and prevents abuses wherever needed in coordination with disaster recovery partners.</li> <li>▪ As appropriate, through the NDRF, ensures individuals are protected through law and order during phases of recovery.</li> </ul>
Department of Transportation	<ul style="list-style-type: none"> <li>▪ Administers transportation assistance programs and funds that can be used for repair or recovery of transportation systems.</li> <li>▪ Supplies information about transportation projects, plans, and programs relevant to the disaster-affected areas.</li> <li>▪ Provides technical assistance to efforts, including long-range planning and engineering of transportation infrastructure systems.</li> </ul>

Supporting Organization	Functions
Environmental Protection Agency	<ul style="list-style-type: none"> <li>▪ Provides leadership on human health and environmental protection issues, including planning sustainable, healthy, and efficient communities.</li> <li>▪ Provides technical assistance on using environmentally sound and sustainable approaches in building projects.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides direct access to commodities, telecommunications and data systems, training, office furniture, transportation services, and other commercial products and services under the Federal Supply Schedules.</li> </ul>
Small Business Administration	<ul style="list-style-type: none"> <li>▪ Administers funding and programs to promote the economic health of businesses and the communities in which they operate.</li> <li>▪ Provides low-interest, post-disaster loans to individuals and families.</li> </ul>

***CPCB RSF Operational Activities***

There are three primary CPCB RSF operational activities:

- Operational Activity 1: Evaluate and share information on disaster impacts and local planning capacity throughout the disaster area to support partners’ understanding of potential needs for planning and support.
- Operational Activity 2: Leverage resources, resolve conflicts, and optimize application of partner capabilities in support of local planning capacity needs.
- Operational Activity 3: Identify and implement strategies and specific actions to aid communities in planning recovery.

This section identifies the overall operational activities and tasks CPCB RSF is expected to undertake to address the targets and operational functions, and describes the CPCB disaster concept of operations consistent with the overall FIOP. This section also identifies linkages with the NRF, the Response FIOP, and with other RSFs.

The CPCB RSF uses a strategic and collaborative approach to aid local, state, tribal, territorial, and insular area governments to secure or develop adequate capacity to plan efforts after a major disaster or supplement local capacity through coordinated application of CPCB RSF partner resources. This section of the Annex describes the following operational tasks and activities the CPCB RSF undertakes in support of its mission, objectives, functions and requirements further defined by the FDRC:

- Activation and deployment;
- Assessments (including the MSA);
- RSS;
- Implementation management;
- Communication and information sharing;
- Measuring outcomes and CPCB success; and
- Transition and demobilization.

Specific support strategies, actions, timelines, and outcomes are identified by the RSF Field Coordinator, in coordination with the FDRC, the Regional and National Coordinator and partners, based on field realities. These are documented in the RSS as well as CPCB management documents maintained by the Field Coordinator.

#### Activation and Deployment

See the base FIOP for a full description of the RSF activation and deployment process. If it is later determined after activation that the disaster incident does not require the support of the CPCB RSF, the Coordinating Agency will work with the FDRC and other RSFs to deactivate some or all members of the CPCB RSF, ensuring that the local or state governments have sufficient capacity to plan recovery without CPCB RSF coordination assistance.

In situations where CPCB deployment is not warranted, or CPCB is deactivated after the MSA is completed, the FEMA National and Regional CPCB Coordinators may continue to monitor recovery issues or actions. In these situations, CPCB RSF Regional Coordinators and other CPCB partner may provide advisory assistance and remotely coordinate among CPCB partner agencies and organizations. In these circumstances, CPCB RSF will not prepare an RSS or implement formal operational objectives and tasks.

Some events will warrant the field deployment of CPCB member agencies. Deployments of CPCB RSF Federal partners are authorized by the FDRC at the request of the Field Coordinator. Specific authorities, protocols, and policies for activating, deploying, and deactivating some or all CPCB RSF members are explained in the base plan.

#### Coordination and Partner Engagement

Following activation, CPCB RSF will hold early and ongoing regular coordination meetings among Federal, nongovernmental, and private sector partners to facilitate information exchange, group problem solving related to planning, and development of support strategies and actions. An initial partner coordination meeting will be held within two to three weeks of deployment to begin this effort. CPCB will work with national and regional Federal and nongovernmental partners to engage state or regional level components, and conduct additional outreach for new partners. The RSF will also coordinate with other RSFs to identify needs and coordinate opportunities for supporting local leadership, planning process, recovery management, and community engagement related to community planning.

#### Assessments

CPCB conducts two operational assessment tasks and outputs working closely with CPCB partner agencies and organizations. These assessments are updated regularly in the early stages of the disaster, and as needed as the event progresses. These two CPCB specific assessments, the Community Conditions Assessment (CCA) and the CPCB Issues, Opportunities and Needs Assessment (ION), also feed the information summarized and contributed by CPCB RSF to the MSA prepared by the FDRC. These assessments will be conducted in a way such that they provide a benefit to the partner agencies and organizations to better enable their operations.

- CCA is a broad effort to develop and display comparable data for communities/jurisdictions across the entire disaster for use by CPCB partners to maintain holistic situational awareness of all impacted communities in the context of disaster impact in relation to community capacity factors. This provides the initial basis to begin the process of identifying issues and areas of concern among partners. This assessment begins with an aggregation of basic disaster, demographic and pre-existing trends data, and community capacity indicators. This information

is augmented by partner information and improved as the disaster progresses with additional disaster and community capacity information. This assessment enables CPCB partners to understand the relative magnitude of impacts and potential planning and capacity data points for those affected jurisdictions. Partners also use this information to collectively identify communities of interest that should be evaluated further. The initial CCA will be provided to partners at the first partner meeting post-deployment, and updated for subsequent partner meetings or as needed.

- The CPCB ION Assessment is an identification of CPCB related disaster issues (gaps, challenges, conflicts, policy issues, and unknowns), opportunities, or needs affecting individual communities, multiple communities or disaster-wide areas. It allows CPCB partners to begin to identify, organize, and coordinate actions, policy, and programs. This assessment is largely qualitative. Support strategies and specific actions, when developed, will be linked to the identified issues and needs.

#### Engagement with and information from communities

CPCB RSF, as a coordination entity, works through partners and other JFO organizational elements to gain, collate, share, and analyze information from the field/community level. When possible, it is preferable to utilize the existing connections between state and community, and Federal and non-Federal partners and communities to gain the information to assess the CPCB-related conditions and capacity needs. A key purpose of convening partners will be to collect this information and develop a joint approach to developing further needed collective situational awareness. When necessary, FEMA, as coordinating agency, will utilize existing FEMA operational contacts that work through the state, to gain information. FDRC Representatives and the Coordination Group will serve as the conduit for entry into this source of information. FEMA will also initiate operations by assembling key community data, and continue to build, through application of GIS, research, and other data analytic techniques, the compilation of additional analysis to support partner coordination.

#### Recovery Support Strategy

CPCB contributes to the overall RSS prepared by the Federal interagency and the FDRC by providing the element that addresses strategies to address needs associated with the capacity of communities and local government to effectively lead, plan, manage, and involve stakeholders in recovery planning. CPCB identifies strategies for disaster-wide approaches, builds general capacity, and identifies strategies for specific regions, geographic areas, and communities. Specific support actions to address disaster wide strategies or community specific needs and actions will be organized and tracked by the CPCB Field Coordinator.

CPCB will also provide input to other RSFs on their contributions to the RSS with regard to needs for local planning and capacity building support. CPCB anticipates several iterations of update and refinement to the RSS once partners have greater awareness of community challenges and needs. The evolving nature of disasters and the different capacity and capabilities of impacted communities will require additional evaluation within the first six to eight months of a disaster. The level of coordinated assistance must be continually evaluated and revised as the recovery progresses, to account for the increased participation and capabilities of partners.

In general, the RSS component for CPCB should address strategies for addressing the community-based planning targets outcomes, as appropriate. See *Federal Support to Community-Based Recovery Planning*.



### Implementation Management

The CPCB RSF Field Coordinator will maintain a management tool to track the identification of local planning support needs, strategies, and corresponding actions from the initiation of a CPCB field deployment to completion of the field mission. This management tool will be developed in concert with and shared with CPCB partners. This tool will identify which partner is taking a lead role in a particular action and other partners that have a role. Status and expected completion will be tracked. This information will be shared on an ongoing basis with the state and partners. As necessary, coordination meetings will be called to conduct a review of the strategies, needs, and actions. When the most significant needs and the corresponding actions have progressed adequately toward completion or remaining actions require limited CPCB RSF coordination through the presence of the FEMA (Coordinating Agency), the CPCB RSF will be transitioned and then demobilized.

### Transition and Demobilization

Transition is coordinated among all partners and communicated to all interested parties, including the local community. This strategy may detail key points in recovery that indicate local, state, tribal, territorial, insular area, nongovernmental organization, and private sector partners have established or re-established the ability to complete necessary planning without direct coordination support from FEMA CPCB RSF personnel.

CPCB RSF coordination activities may conclude at a precise end date at which time community planning capacity building needs are supported and coordinated adequately by Federal, state, territorial, insular or local government or other partners. CPCB RSF support may also slowly phase out over weeks or months, as particular types of support that require more intensive coordination, such as a community planning forum, are taken on by partners. In this case, some needs may continue to be fulfilled by FEMA regional staff operating remotely during the transitional period. Specific CPCB RSF resources identified or developed to aid local, state, tribal, territorial, and insular area governments on an ongoing basis are documented and confirmed with the SDRC prior to demobilization. Fulfillment of the CPCB RSF mission is measured against the general targets established in the FIOP and the specific goals, objectives and measures established in the FDRC's RSS.

### ***Linkages and Interdependencies***

The work of CPCB RSF and its partners is a holistic endeavor focused on enabling local recovery planning. The planning process, and other capabilities needed for effective planning and implementation of recovery plans, may be driven by issues found within the other RSF sectors. CPCB RSF coordinates with the other RSFs throughout its operation to ensure that local planning needs are addressed.

**Table B-5: Components and Their Areas of Linkage or Dependency**

Functional/Operational Component	Area or Scope of Linkage/Dependency
ESFs	Situational information and damage assessment information will be gathered from ESFs as appropriate, to develop community assessment components. Field level and community interactions will be coordinated with similar elements, particularly under ESF #3 (Public Works and Engineering), ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), ESF #8 (Public Health and Medical Services), ESF #11 (Agriculture and Natural Resources), and ESF #15 (External Affairs). Coordinate with the FEMA Voluntary Agency Liaison (ESF #6) to identify information related to activities of the local LTRGs, and to identify opportunities for CPCB RSF partners to coordinate community planning efforts with these groups.
Public Information and Warning Core Capability	ESF #15 (External Affairs) is the operational element responsible for the Public Information and Warning core capability. CPCB will coordinate with ESF #15 (External Affairs), including the Disability Integration Advisor, when there are needs or issues related to local capacity for communications and community engagement with the whole community during local recovery planning activities.
Operational Coordination Core Capability/FDRC/FDRC Representatives/All RSFs	CPCB will coordinate local planning capacity building support efforts with other relevant RSFs and will seek information on potential local recovery planning support needs from other RSFs. CPCB RSF will work collaboratively with and may defer to other RSFs for coordination of recovery planning technical assessment activities specific to the associated core capability of that other RSF needed to support a local planning process.  Building capacity for local leadership and local disaster recovery management is within the Operational Coordination core capability. FDRC Representatives serve as the primary conduit of information from RSFs to local leadership and local disaster recovery managers. CPCB will refer any general leadership development or local disaster recovery management capacity development to the FDRC or designated FDRC Representative, who will coordinate among agencies and organizations to address those overall capacity needs. CPCB will coordinate with FDRC Representatives when there is a need to educate local leadership on recovery planning or develop recovery management capability to implement a recovery plan.
Economic Core Capability/RSF	Community planning and capacity building for economic recovery are important elements within the mission of the Economic RSF. CPCB coordination and support for local planning processes is linked and should be coordinated with local, regional planning commissions and regional economic development organizations' planning activities of Economic RSF and its agencies.
Housing Core Capability/RSF	The Housing RSF, along with its major sources of funding through the Department of Housing and Urban Development's CDBG program and the Department of Agriculture's (USDA's) various housing programs has significant engagement with local, state, tribal, territorial, and insular area governments concerning planning for housing and a variety of populations served by government supported housing programs. CPCB coordination and support for local planning processes is linked and should be coordinated with local planning activities of the Housing RSF.

Functional/Operational Component	Area or Scope of Linkage/Dependency
Infrastructure Core Capability/RSF	Reconstruction of major infrastructure system requires significant local, metropolitan and regional planning. CPCB coordination and support for local planning processes is linked and should be coordinated with the activities of this RSF.
Health and Social Services Core Capability/RSF	Health and Social Services (H&SS) supports CPCB in promoting and coordinating inclusion of health considerations in recovery planning in tribal and local recovery planning efforts. H&SS supports CPCB RSF with local planning when impacts include loss of access to or infrastructure for health care. H&SS RSF partners may be instrumental in providing guidance to local governments on engaging with and communicating to diverse populations. This community engagement support will be coordinated through ESF #15 (External Affairs), with H&SS for any community planning support efforts. CPCB coordination and support for local planning processes is linked and should be coordinated with the activities of this RSF.
Natural and Cultural Resources Core Capability/RSF	NCR issues often become substantial planning challenges for local governments. Some NCR RSF stakeholders will likely be dual participants in the CPCB RSF when planning, hazard mitigation, and sustainability are concerns.

### Resources

- Advance Evaluation SOP
- FEMA Operational Planning Manual
- Mitigation FIOP
- MSA SOP
- Region III Recovery All-Hazards Plan
- Response FIOP
- CPCB RSF: FEMA Management SOP (draft)
- CPCB RSF: FEMA Assessment SOP (TBD)
- Long Term Community Recovery Planning Process, Self Help Guide
- FEMA Stafford Act, Section 402(3)(F) regarding FEMA capability to provide technical assistance for assessment and recovery planning.
- FEMA Recovery Planning Technical Assistance Program Guidance (TBD)
- FEMA CPCB RSF and TA program Cadre Position Task Books and baseline requirement
- FEMA Training Courses for CPCB RSF: E83 Community Recovery Specialist and E85 Managing the CPCB RSF

There are several directives, laws, and other doctrine that influence or assign planning responsibility or entities, such as the Post Katrina Emergency Management Reform Act, Presidential directives, or Federal Continuity Directive-1.

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## Annex C: Public Information and Warning

### *Purpose*

The purpose of this annex is to describe the structure, activities, and resources for delivery of the Public Information and Warning core capability goal of delivering coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information.

### *Objectives and Considerations*

In the context of the recovery mission, ongoing clear, consistent, effective, accessible, and culturally appropriate communication and information sharing is critical to an inclusive recovery process. An inclusive recovery process engages the whole community, including individuals with disabilities and other access and functional needs, individuals with LEP, and those who provide services to children to ensure their needs are being met during the recovery process.

### **Objectives**

- Develop a Communications Strategy to ensure stakeholders have a clear understanding of the available assistance and their roles and responsibilities throughout the recovery process.
- Manage expectations through clear, accurate, and transparent messaging.
- Engage the whole community and ensure information is in accessible formats.

### **Considerations**

- Identify an ESF #15(External Affairs) Program Liaison for each RSF activated to support the recovery mission.
- Ensure a long-term staff presence to support the FCO, FDRC, and Region.
- Conduct whole community assessments to better understand affected stakeholder groups, including those with disabilities and other access and functional needs, and individuals with LEP.
- Support local, state, tribal, and territorial governments to clearly and promptly identify and communicate the vision and objectives for recovery, establish clear milestones, and to communicate progress towards those milestones in an accessible and transparent manner.

### *Recovery Targets*

Federal agencies are prepared to deliver the Public Information and Warning core capability for the recovery mission area using developed recovery specific target statements with the input of primary and supporting agencies and organizations. Target statements are key outcomes expected from applying a core capability during recovery operations.

### **Core Capability Targets**

- Organize and execute external engagement in support of recovery operations.
- Provide a Federal interagency communications strategy for long-term public information and engagement needs in support of the RSS.

## Federal Coordinating Structure

ESF #15 (External Affairs) coordinates public information and communications for all Federal departments and agencies that may require incident communications support or whose communications assets may be employed during incidents requiring a coordinated Federal response.

The lead agency for ESF #15 will be dictated by the type of incident. For Stafford Act incidents, FEMA External Affairs leads interagency ESF #15 activities. For other types of responses, (e.g., terrorism events, radiological incidents, spills of national significance) other agencies may be identified as ESF #15 lead agencies. For example, during the Deepwater Horizon Oil Spill in 2010, U.S. Coast Guard was the lead agency for ESF #15. During the 2014 Ebola Outbreak, the U.S. Department of Health and Human Services led the ESF #15 response efforts.

## Overview of Partners

**Table C-1: Public Information and Warning Coordinating, Primary and Supporting Agencies**

Public information and Warning
Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
<p><b>ESF #15 Coordinating Agency:</b> Department of Homeland Security (DHS)</p> <p><b>ESF #15 Primary Agency:</b> DHS/Federal Emergency Management Agency (FEMA)</p> <p><b>Supporting Organizations:</b> All</p>

## ESF #15 Overview

ESF #15 provides accurate, coordinated, timely, and accessible information to affected audiences, including governments, media, the private sector, and the local population, including children, those with disabilities and others with access and functional needs, and individuals with LEP.<sup>6</sup> External Affairs components and a summary of their functions are listed in Table C-2.

<sup>6</sup> Emergency Support Function #15 – External Affairs Annex, May 2013.

Table C-2: FEMA External Affairs Components

External Affairs Components	
Intergovernmental Affairs (Local, State, Tribal and Territorial)	Intergovernmental Affairs incorporates local, state, tribal, and territorial coordination to assist the FCO, FDRC, and Unified Coordination Group with direct communications procedures to build partnerships with local, state, tribal, and territorial governments, and facilitates delivery of recovery programs and resources to support families, community livelihood, and cultural and environmental resources.
Joint Information Center	Joint Information Center (JIC) activities ensure the coordinated and timely release of incident-related prevention, preparedness, response, recovery, and mitigation information to the media and the public. ESF #15 provides the interagency coordination mechanisms and resource support for Federal JIC activities.
Congressional Affairs	Congressional Affairs provides information to members of congress and their staff. It addresses incident-related questions, concerns, and problems expressed by their constituents.
Private Sector	Private Sector coordination assists the FCO, FDRC, and Unified Coordination Group with communications involving counterparts in the nongovernmental and commercial areas. This could include setting up roundtables, workshops, recovery fairs, and industry-specific forums.
Planning and Products	This component develops all external and internal communications strategies and products for the ESF #15 organization and components to ensure consistent, coordinated messaging to all stakeholders. It also ensures information is available in accessible formats to the whole community, including those with LEP and accessible communication needs.
<b>Source: ESF15 Standard Operating Procedures, August 2013</b>	

### Staff Support for Recovery Communications

ESF #15 staff assignments are based on pre-incident staffing plans and/or determined during communications between the Director, FCO, FDRC, departments and agencies, and component directors.

The *External Affairs Officer (EAO)* supports the FDRC to ensure that accurate, actionable, and accessible information is shared with all external recovery stakeholders, including:

- General public;
- Media;
- Local, state, tribal, and territorial government partners;
- Private sector;
- Nongovernmental organizations engaged in the recovery process; and
- Members of Congress and their staff.

Depending on the nature and scale of the disaster, an *ESF #15 Program Liaison* and additional staff may be assigned to the recovery operation to facilitate ongoing coordination and communication with recovery stakeholders.

The FDRC may stand up a *Mission and Outreach Support Group* as part of the Federal recovery organization to support the FDRC's effort to develop community-based, interagency, and partnership outreach and communication approaches with local, state, tribal, territorial, and insular area partners. This group is generally staffed by the NDRS cadre. The ESF #15 Program Liaison will work closely with the Mission and Outreach Support Group to coordinate external engagement efforts.

### **Critical Tasks**

Recovery staff and ESF #15 will have an ongoing partnership throughout the recovery operation to develop recovery-specific communication products and messaging. Federal agencies delivering Recovery core capabilities through the RSF coordinating structure may utilize a number of methods to communicate about disaster assessment, analysis and priorities of recovery stakeholders, as well as available agency resources.

ESF #15 will provide active support to the FDRC and RSF Field Coordinators to ensure there is broad visibility on recovery support actions and planning throughout the operation. All public engagement and communications should also involve coordination with the Disability Integration Advisor to ensure an accessible recovery planning process. Throughout the recovery operations, the FDRC will ensure that the recovery staff provides needed information to synchronize with ESF #15 and support the smooth flow of information across mission areas.

Below is a summary of recovery communications for each phase of recovery, divided into immediate/short-term, intermediate, and long-term activities. This timeline is based on the recovery continuum in the NDRF. The end of this section details how ESF #15 can support across the recovery continuum.

#### ***Immediate/Short Term Activities***

If enhanced coordination is needed to address local, state, tribal, and territorial recovery needs, an FDRC will be appointed to serve as the central coordinator for recovery. The FDRC will establish a management structure based on the scale of the disaster and recovery support needs. In these initial stages of the recovery operation, the FDRC and the EAO will engage to initiate development of a communication strategy for recovery and determine initial and anticipated ESF #15 staff support needs. The FCO, FDRC, and EAO will coordinate information and facilitate a seamless transition between response and recovery. The communication strategy will include at a minimum, but not be limited to:

- Projected timelines for major public-facing recovery actions (e.g. assessment and engagement efforts, technical assistance initiatives, public meetings, and targets for announcing major milestones with local, state, tribal, and territorial partners);
- Planned communications methods and pathways;
- Topline messaging priorities;
- Actions to enable coordinated outreach activities; and
- Update schedule.

Initial activity of activated RSFs will involve establishing communication with recovery partners and assessing recovery-related impacts, building on the information obtained during the response phase. As an example, a key objective for the Health and Social Services RSF is development and implementation of risk communications and public health messaging for the disaster. To increase effectiveness of messaging and to ensure alignment and visibility across Federal agencies, Public



Information Officers for Federal agencies supporting recovery through the RSFs should ensure coordination and communication with FEMA ESF #15 staff throughout the recovery operation.

Table C-3 outlines key stakeholders, messages/information to be conveyed and/or collected, and examples of how the communication may occur during the immediate/short-term phase of the recovery operation. The focus of communications at this stage will be on response-oriented messaging, including life-saving and life-sustaining information. As the FDRC and RSFs ramp up their engagement, ESF #15 will also begin communicating their efforts in the recovery planning process.

**Table C-3: Key Recovery Communication: Short Term/Immediate**

Short Term/Immediate Recovery Communication		
Who are we communicating with?	What is the message or information being shared?	How is the message/information being communicated?
<ul style="list-style-type: none"> <li>▪ State, tribal, territorial recovery governmental stakeholders</li> <li>▪ Nongovernmental organizations</li> <li>▪ Private sector establishments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify areas of need/capacity gaps</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conference calls</li> <li>▪ Sector-specific meetings</li> <li>▪ Written reports</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Develop and share data on disaster impacts</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Promote information sharing about Federal agency resources/programs</li> </ul>	

***Intermediate Activities***

Recovery assessments and analysis will inform the development of an RSS. The process of gathering information and developing the RSS will involve engagement with governmental and nongovernmental partners and key stakeholders in the community to determine recovery-related impacts and priorities. The RSS is one mechanism for informing recovery stakeholders of the type, scope, and nature of RSF recovery support, which will be provided to state, local, tribal and territorial governments. The RSS should also include a plan for how the RSFs will coordinate and communicate with local, state, tribal and territorial recovery officials as well as nongovernmental partners.

In the intermediate phase of the recovery operation, Federal agencies will be acting on Federal agency strategies and recovery support actions outlined in the RSS. ESF #15 will continue to work with the FDRC and Federal agencies within the RSFs to develop messaging and products as part of state, tribal and local recovery support activities. Table C-4 provides examples of communications and coordination with key stakeholders. This table is not inclusive of all manner and type of recovery communications. The scale and nature of the disaster will determine outreach and communications needs for the recovery operation.

**Table C-4: Key Recovery Communication: Intermediate**

Key Recovery Communication: Intermediate		
Who are we communicating with?	What is the message or information being shared?	How is the message/information being communicated?
<ul style="list-style-type: none"> <li>Recovery stakeholders (private sector, housing authorities, community based organizations, lenders/finance)</li> </ul>	<ul style="list-style-type: none"> <li>Gaining understanding of issues, priorities</li> <li>Provision of information on available loans, grants, tax incentives to assist recovery and rebuilding</li> </ul>	<ul style="list-style-type: none"> <li>Workshops</li> <li>Listening Sessions</li> <li>Focus groups</li> </ul>
	<ul style="list-style-type: none"> <li>Available technical assistance, subject matter expertise to address recovery issues</li> <li>Expected timeline for community recovery (overall/per sector)</li> </ul>	<ul style="list-style-type: none"> <li>Community outreach initiatives (workshops, trainings, town halls)</li> </ul>
<ul style="list-style-type: none"> <li>State, tribal, territorial recovery leadership, nongovernmental organizations and community members</li> </ul>	<ul style="list-style-type: none"> <li>Advising on the incorporation of mitigation, sustainability, and resilience-building measures into recovery plans and implementation</li> <li>Expected timeline for community recovery (overall/per sector)</li> </ul>	<ul style="list-style-type: none"> <li>Community outreach initiatives (workshops, trainings, town halls)</li> <li>Stakeholder meetings with subject matter experts</li> <li>Written guidance</li> </ul>
<ul style="list-style-type: none"> <li>Members of Congress and their staff</li> </ul>	<ul style="list-style-type: none"> <li>Educating on the recovery planning process and current efforts taking place</li> <li>Expected timeline for community recovery (overall/per sector)</li> </ul>	<ul style="list-style-type: none"> <li>Congressional advisories</li> <li>Congressional briefings and conference calls</li> </ul>
<ul style="list-style-type: none"> <li>Media; general public</li> </ul>	<ul style="list-style-type: none"> <li>Educating on the recovery planning process and current efforts taking place</li> <li>Opportunities for engagement (upcoming events and meetings)</li> <li>Expected timeline for community recovery (overall/per sector)</li> </ul>	<ul style="list-style-type: none"> <li>News releases</li> <li>Community outreach initiatives (workshops, trainings, town halls)</li> <li>Interviews</li> </ul>

**Long Term Activities**

Implementation of the RSS will involve ongoing communication with local, state, tribal, and territorial recovery leadership and outreach to community members and sector-based recovery stakeholders. Governmental and nongovernmental stakeholders navigating the complexities of recovery need clearly defined expectations regarding the scope and nature of recovery support provided by Federal agencies and departments in support of local, state, tribal, and territorial recovery priorities. Stakeholders also need to know how they can participate in the recovery planning process.

The FDRC will communicate progress toward milestones to JFO leadership and local, state, tribal, and territorial recovery leadership and maintain communication with local, state, tribal, and territorial recovery leadership to identify emerging, unresolved recovery issues. Communications needs during RSS implementation will vary based on the nature and scope of the disaster. Table C-5 provides

some examples of communications as the strategies in the RSS are being implemented in collaboration with local, state, tribal, and territorial partners.

**Table C-5: Key Recovery Communication: Long-Term**

Key Recovery Communication: Long Term		
Who are we communicating with?	What is the message or information being shared?	How is the message/information being communicated?
<ul style="list-style-type: none"> <li>▪ Key stakeholders in rebuilding/recovery:</li> <li>▪ Business owners</li> <li>▪ Finance sector</li> <li>▪ Housing authorities</li> <li>▪ Community based organizations</li> </ul>	<ul style="list-style-type: none"> <li>▪ Best practices (new building codes, NFIP compliance, workforce development, etc.)</li> <li>▪ Tax relief, incentives available for rebuilding</li> </ul>	<ul style="list-style-type: none"> <li>▪ Workshops</li> <li>▪ Written guidance</li> <li>▪ Trainings</li> </ul>
<ul style="list-style-type: none"> <li>▪ Local, state, tribal, territorial recovery stakeholders</li> <li>▪ Nongovernmental organizations</li> <li>▪ Business owners</li> </ul>	<ul style="list-style-type: none"> <li>▪ Capacity building resources to address recovery needs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Stakeholder meetings with subject matter experts</li> <li>▪ Written guidance</li> <li>▪ Training</li> </ul>
<ul style="list-style-type: none"> <li>▪ Local, state, tribal, territorial, recovery taskforces, committees</li> </ul>	<ul style="list-style-type: none"> <li>▪ Support that will be provided as Federal agencies transition to steady state; key points of contact, next steps</li> </ul>	<ul style="list-style-type: none"> <li>▪ Written report</li> <li>▪ Community meeting</li> </ul>

***Closeout and Transition to Regional External Affairs***

After a JFO or recovery office closes, the public information function transitions back to External Affairs staff in the corresponding FEMA region. Prior to the transition to the FEMA regional office, ESF #15 will develop a transition plan to indicate to the FEMA External Affairs staff which Federal department or agency representative is the primary point of contact for all RSS-related actions. This staff will continue to support recovery operations and coordinate with external affairs staff from relevant Federal agencies. As recovery progresses, the FEMA regional External Affairs staff will also support local, state, tribal, territorial, and Federal partners in capturing and highlighting success stories.

**External Affairs Capabilities/Support for Recovery Communications**

External Affairs has expertise and resources to support recovery communications in a variety of ways. Below are examples of how External Affairs components can support critical communication activities for recovery in the course of public communication and stakeholder engagement. The External Affairs function is scalable and flexible with respect to supporting incident requirements. External Affairs staff serving as liaisons or co-located with the recovery operation staff continue to report to their External Affairs supervisor per their chain of command.

**Table C-6: External Affairs Support**

<p><b>Intergovernmental Affairs Staff</b></p>	<ul style="list-style-type: none"> <li>▪ Advises leadership on current and potential volatile issues and possible resolutions.</li> <li>▪ Staff includes Tribal Affairs Specialists who have tribal experience and working knowledge of tribal governments, culture, and traditions.</li> <li>▪ Conducts outreach to leaders of organizations representing traditionally underserved populations.</li> <li>▪ Serves as point of contact for county and parish elected officials, mayors, borough and city council members, and other elected officials to address issues and concerns.</li> </ul>
<p><b>Joint Information Center Staff</b></p>	<ul style="list-style-type: none"> <li>▪ Coordinates media relations for the recovery operation, including conducting radio, TV, and print interviews.</li> <li>▪ Monitors news coverage.</li> <li>▪ Disseminates information through a variety of forums: website, blog, social media, and community meetings.</li> <li>▪ Photography/videography at community events.</li> <li>▪ Logistical support of public meetings and presentations.</li> </ul>
<p><b>Congressional Affairs Staff</b></p>	<ul style="list-style-type: none"> <li>▪ Serves as point of contact to congressional members and their staff.</li> <li>▪ Stays apprised of congressional office needs and concerns.</li> <li>▪ Maintains regular communication with affected congressional offices.</li> <li>▪ Provides updates to congressional offices on key recovery efforts.</li> </ul>
<p><b>Private Sector Staff</b></p>	<ul style="list-style-type: none"> <li>▪ Conducts outreach to the private sector.</li> <li>▪ Connects network of private sector contacts (chambers of commerce, major employers, industry/trade associations).</li> <li>▪ Identifies critical issues for private sector.</li> <li>▪ Identifies opportunities for recovery leadership to speak to key private sector groups.</li> <li>▪ Helps coordinate events to support private sector recovery, such as roundtables, workshops, recovery fairs, and industry-specific forums.</li> </ul>
<p><b>Planning and Products Staff</b></p>	<ul style="list-style-type: none"> <li>▪ Serves as the liaison and subject matter expert to recovery to facilitate information sharing and messaging planning and development.</li> <li>▪ Develops a recovery communication strategy to support RSS, that includes outreach plans to reach the whole community.</li> <li>▪ Develops written external products and internal communications documents.</li> <li>▪ Ensures information is in accessible formats, managing multilingual translations and services for those with accessible communications needs (e.g., braille, large font).</li> <li>▪ Develops press releases, briefing materials, flyers, presentation materials, talking points, summary reports, timeline tracking and other materials as needed.</li> <li>▪ Collects and reports information on recovery support/engagement activities to support information sharing within a Unified Coordination Group, Region and Headquarters.</li> </ul>

**Source: ESF15 Standard Operating Procedures, August 2013**

## ***Resources***

For additional information on ESF #15 (External Affairs), please refer to the following resources:

- Emergency Support Function #15: External Affairs Annex, May 2013
  - [http://www.fema.gov/media-library-data/20130726-1914-25045-7063/final\\_esf\\_15\\_external\\_affairs\\_20130501.pdf](http://www.fema.gov/media-library-data/20130726-1914-25045-7063/final_esf_15_external_affairs_20130501.pdf)
- Emergency Support Function #15: Standard Operating Procedures, August 2013  
[http://www.fema.gov/media-library-data/965d87d8c5ffc4bccb01979913e01fc/ESF15\\_SOP\\_08-30-2013-02.pdf](http://www.fema.gov/media-library-data/965d87d8c5ffc4bccb01979913e01fc/ESF15_SOP_08-30-2013-02.pdf)

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## Annex D: Economic Recovery

### *Purpose*

This annex describes the delivery of the Economic Recovery core capability. This core capability is, like the others, highly interdependent and applicable to disasters of any scale. The Economic Recovery core capability entails returning economic and business activities (including food and agriculture) to a healthy state and developing new business and employment opportunities that result in a sustainable and economically viable community.

### *Objectives and Considerations*

This section addresses critical considerations associated with addressing economic recovery post-disaster. Economic assessments and recovery planning are centered on addressing these elements. Naturally, the opportunity exists for other issues to arise that are not enumerated under these considerations. Generally, these considerations tend to be common across most incidents and should be used to derive substantive input for both economic recovery impact assessments and the exploration of recovery actions.

1. **Assessment and Evaluation**—Consideration for the integration, access, collection, and analysis of economic recovery related data.
2. **Community Planning**—Consideration of alignment of economic recovery planning efforts with other community-driven planning efforts and issues.
3. **Cash Flow**—Consideration of individual and business cash flow issues and the conduct of commerce.
4. **Business Resumption**—Consideration of businesses returning, rebuilding concerns/issues, capital access resources and business planning.
5. **Capital Access and Insurance**—Consideration of access to capital issues, insurance payments/coverage issues.
6. **Workforce Development**—Consideration of post-disaster labor demand with supply, retraining programs, the unemployed, temporary employment, etc.
7. **Economic Development**—Consideration of accelerated project development, repurposed initiatives, job creation opportunities, and other associated issues.
8. **Small Business**—Considerations for small business issues like business planning, capital resources, and the need for technical assistance.
9. **Marketing and Communications**—Considerations for promoting active and consistent communication between local, state, tribal, territorial, insular areas, Federal, and private sector stakeholders regarding the issues and opportunities affecting the economy.
10. **Resiliency**—Considerations for promoting economic planning and strategies that enable local, state, and tribal communities to anticipate risk, limit impact, and bounce back rapidly post-disaster.

### **Assessment and Evaluation**

Disasters present communities and businesses with information challenges. Post-disaster communities are over-tasked and usually understaffed. Depending on the state of economic

development planning in the community, pre-disaster data may be limited, post-disaster data unavailable, and analytical capacity sparse. Further, the assessment and evaluation needs of adequate recovery planning may necessitate the capture of a diverse set of data (e.g., economic development, community planning, workforce, business and industry output) not routinely tracked at the local level.

The assessment and evaluation of circumstances post-disaster is critical to devising an attainable plan for recovery. Such appraisals are most effective when they are realistic, fact-based, and broadly integrative of information from a wide variety of sources. At the same time, the economies of many communities hinge on less tangible qualities—“southern hospitality,” “livability,” or “urban destination.” Disasters often threaten both the tangible and the intangible. Post-Katrina New Orleans provides an excellent example. A shift in population threatened the vast portion of businesses, but many feared that among the populace that moved was the heart of the music community, responsible for much of the city’s unique character and upon which much of the local economy was based.

Assessments and evaluations must combine the quantitative and tangible with the qualitative and intangible. Often, a lack of pre-disaster business data can make the post-disaster impact assessment very difficult. Communities may also lack the technical expertise to conduct economic or demographic analyses to assess the impact of the disaster on their local economy. A lack of capacity to define the economic recovery challenges can contribute to the overall uncertainty and lack of confidence brought on by the incident itself.

## **Community Planning**

Communities across the country vary in size, geography, and demographics. Community planning is a strategic planning process that addresses the unique needs of the community in a purposeful way, providing for and promoting the future wellbeing of the area by integrating land use, housing, transportation, economic, and social considerations. Such conditions include childcare, so parents can return to work, and supports and services used by individuals with disabilities and others with access and functional needs, such as accessible public transportation and paratransit and restoration of power for individuals who receive dialysis, utilize speech generating devices, ventilators or durable medical equipment, which depends upon a steady power supply. There are often many “good ideas” for what the economic recovery should look like. If these ideas are not deeply integrated in the community planning process they are likely unsustainable. Additionally, uncertainty about the “new normal” will be pervasive. This uncertainty can be better informed by the planning process.

## **Cash Flow**

Virtually every disaster results in a reduction, even near cessation, of the flow of cash throughout the affected area. Damage to a business’ property may cause it to cease operations, interrupting the pre-disaster commerce between consumers, merchants, and their suppliers. Thus the extent to which the conduct of commerce is impacted by the incident is a critical consideration.

Businesses that remain open will lack customers due to evacuations until local residents address personal circumstances, or simply due to a display of consumer caution about impacted products. Some disasters create consumer safety concerns damaging a local or regional “brand,” such as the impact of the Deepwater Horizon oil spill on the Gulf seafood industry. Catastrophic disasters will disrupt banking operations, slowing the ability of businesses to access accounts and move funds. Access to new capital will also be severely reduced by a lack of investor confidence and other factors.



The impact of the incident on the cash flow of an individual business will depend on the nature of the business. Large firms with diversified operational bases (e.g., geographic dispersion, multiple product lines, adequate continuity plans) will be effected less than a firm focused on the impacted region or one that owns a critical node there. Small businesses can face severe post-disaster survival issues. Even profitable businesses experiencing sudden, large-scale reductions in cash flow will find it difficult to sustain the operations they conducted pre-disaster. The economic cascade further devastates the affected region; bills to local suppliers go unpaid, the ability to meet payroll dries up, and new orders for supplies cease. The impact on commerce is a critical consideration in assessing overall needs.

### **Business Resumption**

Businesses need to consider not only whether they will resume operations, but also how they will persevere if they do reopen. Business reopening decisions are often proprietary financial decisions based on evaluating the costs for rebuilding, the risks of the impact to the local market, and the overall risks of continuing to do business in the impacted community. Business resumption can often serve as the catalyst for the recovery-related decisions of many other community assets. Ultimately, it is important for the Economic RSF to understand the decision-making process that underpins the private sector primacy for how and when they make resumption decisions. For example, if a major employer decides to repair its facilities, the employees are more likely to return, as they have access to gainful employment. In addition, local suppliers and service-related businesses that depend on the business generated by impacted employers will also be more likely to return. Of course, the inverse is also true: if the major employer does not return, a possible series of negative ripple effects for the community may hinder the recovery effort.

This issue is not isolated to a single large employer deciding to return. It is closely tied to the effectiveness and speed of payment of insurance claims, FEMA IA, SBA Disaster Loans, and supply-chain logistics. For example, if the producer, manufacturer, grower, consumer, vendor, distributor, and retailer of a particular good are all affected by the disaster, any delay in resuming the flow of cash, credit, and inventory can hinder the recovery effort. Pre-disaster business continuity planning makes this process less risky. Also, business-level risk/opportunity decisions may prohibit rebuilding. As a result, the departure of businesses may cause significant (but highly localized) economic impact. The role of the public sector in this area is centered on how it can improve the flow of information to better equip the establishment-level decision-making process and promote a positive environment for growth. Finally, a positive business environment pre-disaster will often be an indicator of the outcome post-disaster.

### **Capital Access and Insurance**

Disaster creates uncertainty. To financial analysts, uncertainty equates to risk. Risk increases the cost of capital and insurance for businesses in the impacted area. Without available and affordable capital, businesses cannot rebuild capacity lost in the disaster and fund alterations to existing capacity to adapt to the post-disaster economy. Recovery thus entails mitigating and managing the risk such that the exposure to any firm is roughly at pre-disaster levels.

Insurance is the first recourse for most businesses to recapitalize after a disaster, but has limitations. Insurance policies in effect at the time of the disaster may contain provisos restricting payment in certain circumstances. For example, flood and wind damage may be handled differently. Basic policies often do not cover earthquake or terrorist damage. Accidental manmade causes may or may not be covered. A variety of government and nongovernmental sources provide resources to close the gap between available insurance and actual replacement costs. Moving forward from a disaster, the

perceived or measurable risk remaining to the affected area may be viewed differently than pre-disaster judgments. When this reassessment of risk occurs, it almost always means increased insurance rates for businesses, which leads to some business relocations and closures. Actions to mitigate risks that are practical within the disaster area may be critical to preserving an individual business or an entire sector of businesses.

## **Workforce Development**

Workforce issues include labor availability, workforce development, and retraining. A disaster may present a multitude of conflicting and compounding workforce issues. Much of the workforce will be completely, and in some cases permanently, displaced after a disaster. Workers may need retraining to meet new local workforce demands. Workforce dynamics change after a disaster. Often there is a near-term deficit in construction trades (needed to rebuild/repair damaged property), but a surplus of retail workers until stores are repaired and customers return. Affected communities face the challenge of integrating new labor market skills, while ensuring temporary booms are not over-invested. Unemployment caused by the disaster can also create workforce retraining opportunities.

## **Economic Development**

A disaster may have lasting impacts on local economic development initiatives at all levels—local, state, tribal, territorial, insular area, Federal, private sector, and nonprofit. Existing economic development strategies need updating to meet the needs of a new normal and incorporate community-driven planning elements. Also, the need may arise to enhance the diversification of the economic base of the disaster-impacted and recipient communities to take advantage of shifts in the labor market. At the core of most economic development considerations is the establishment of a disaster coordinator to conduct economic development and recovery activities for the duration of the effort. Because many of the economic development applications in the disaster recovery environment are by definition long-term (e.g., diversification initiatives, business incubators, business retention, and expansion programs), it is vital to have the resources available to sustain those efforts for the duration of the recovery effort.

In addition to these considerations, it is necessary to evaluate the pre-disaster economic development strategies and plans to consider their applicability in a post-disaster environment. In many cases, well-considered economic development projects may still have relevance in a post-disaster environment, if their primary goal was to promote businesses and spur job creation. Therefore, a community with an existing strategy for targeting key growth industry sectors or a business retention and expansion program should be in a better position to meet economic development needs post-disaster. However, some considerations must be made at the local level to evaluate how projects may be adjusted and appropriately accelerated to expedite the recovery process. The evaluation of the post-disaster economic development strategy should be a bottom-up effort to capitalize on the community's assets. Generally, economic development projects are designed to create jobs and promote private investment. If they are still relevant, those projects should be accelerated. Also, economic development initiatives should make the most of post-incident opportunities.

## **Small Business**

A disaster invariably impacts small businesses far more than large ones. Where bigger firms can rely on assets outside the affected region, the small firms' lack of capital resources, existing debt burdens, and limited excess capacity serve as barriers to the resumption of business activity. Small business owners who survive the incident can succumb to its consequences. Contamination risks, infrastructure damage, or population shifts may make restarting a business untenable. As a result, many small businesses move after a disaster; but moving just outside the disaster zone or following a

displaced population may be more expensive than staying put. Can the new location support the business? Can the owner compete when the firm's presence creates a distinct tension between pre-existing businesses in the recipient community and those owners trying to start fresh? In order to survive, businesses need to be flexible, innovative, and adaptive. Some situations require adapting existing businesses' plans, over the long term, to accommodate a new normal. In other circumstances, the best course may be for a small business to make short-term shifts (e.g., a restaurant caters to responders until its customer base returns).

Ultimately, economic success post-disaster is not predicated solely on the survival of existing businesses. True economic success occurs when the opportunities created by the disaster are fully understood. Post-disaster success requires creative entrepreneurs. At the same time, small businesses often define the character of a community; preserving that character may be an important factor in preserving the economy.

## **Marketing and Communication**

Disasters frequently taint industries and regions, creating actual or perceived conditions that are undesirable or unsafe for consumers. The 9/11 attacks contributed directly to a 10 to 20 percent reduction in airline business, and demand for Gulf seafood decreased in the aftermath of the 2010 Deepwater Horizon oil spill. Some of these conditions can be rectified by straightforward "open for business" messages in relatively conventional marketing efforts. Others can be solved only by time. The more problematic situations require a version of "rebranding" the product.

Because conditions can be dramatically changed by a disaster, new opportunities arise in its wake. Disasters can make apparent that old patterns of business are no longer tenable or communities may choose to alter their paths forward. Simply repairing the damage caused by the disaster creates opportunities for firms that did not previously exist. The communication challenges brought by these opportunities may range from making a customer base aware that there is a capability available to meet a new need, to making it clear that a firm is not opportunistically capitalizing on the pain and difficulty that follows disaster. Disaster-impacted markets tend to have more uncertainty and attraction issues—branding and regionalized business attraction can become an anchor recovery tactic. Also, open, frequent, and meaningful communications with business communities throughout response and recovery phases will improve business "up-time" and their likelihood to stay and hire locally.

In addition to how the community or region is "branded" to prospective customers and investors, the mechanisms and manner in which the community communicates with the business community is critical. A two-way information flow is often pivotal in relaying unmet needs, recovery challenges, and resource opportunities "up" to the local, state, tribal, territorial, and regional government leading the recovery efforts and communicating resources, options, and restoration timelines "down." Many states have taken this lesson to heart by establishing Business Emergency Operations Centers (BEOC) or other similar models that are dedicated efforts to enable communication across and with the business community pre- and post-incident.

## **Resiliency**

A need exists to deepen the capacity of communities to become resilient and absorb the "shock" of acute disturbances. The enhancement of resilience becomes a multidimensional effort emphasizing the engagement and support of all aspects of the community. State governments are key partners in integrating resilience principles across regions and promoting capacity building for more economically resilient communities statewide. To promulgate resilience at the community level,

economic development practitioners are instrumental in building the capacity for economic resilience. The following are examples of how economic resilience can be realized:

- Diversify the industrial base;
- Enhance business retention and expansion programs;
- Promote preparedness through business continuity planning and capacity-building; and
- Foster comprehensive planning efforts that extensively engage the community to define and implement a collective vision for resilience.

Integrating economic recovery considerations enhances Emergency Operations Plans and can build a strong baseline of data when disaster strikes. Also, local and regional planning initiatives (economic development plans, land use planning, etc.) benefit from integrating an understanding of the emergency management framework. Examples of the benefits from this “cross pollination” planning include avoiding locating debris removal corridors through a town’s central business district and the pre-prioritization of the resumption of major employers.

Pre-disaster recovery planning is paramount when developing an active and sustainable mindset of resilience in communities. The private sector plays the primary role in most local economies; therefore, its incorporation of resilience strategies (such as business continuity planning) into daily operations is crucial. Communities that engage in highly inclusive, public-private partnerships to plan effectively for potential threats are generally able to function better, before, during, and after a disaster. In addition, businesses must be encouraged to view disaster preparedness and continuity planning as a fundamental part of their business model. The question should not be if a business disruption will occur, but instead how the business will mitigate, respond to, and recover from disruptions. Some examples of how businesses could make strategic investments in projects capable of making their organizations more resilient include insuring risk and diversifying telecommunications, power systems, physical space enhancements, and supply chains.

Pre-disaster recovery preparedness efforts should be closely coordinated with the vulnerability reduction initiatives implemented under the National Mitigation Framework. Mitigation efforts help to minimize the consequences of disasters and put communities in position to recover quickly. To be most effective, resilience must be built into the day-to-day operations of local, state, tribal, territorial, insular area, Federal, and private development programs. This requires active efforts by local government, nonprofits, and businesses to consider ways of mitigating risk by becoming more resilient.

When disaster strikes, the community reaps the benefits of pre-disaster planning and mitigation through reduced disaster impacts and, often equally important, by laying the groundwork for the “new normal.” Many communities, rather than repeatedly rebuilding a business district in harm’s way (e.g., in the flood plain) can use a disaster as impetus to relocate. If this move is preplanned, businesses and residents benefit from the lack of confusion moving forward and the reduced time to effect the plan.

## ***Recovery Targets***

Target statements are key outcomes expected from applying a core capability during recovery operations. The Economic Recovery core capability targets are as follows:

1. Facilitate the sharing, aggregation, and integration of economic impact data and recovery information to support recovery decision making for economic recovery stakeholders.

2. Provide technical assistance and program assistance to build local, regional, and state capacity to manage the short-, intermediate-, and long-term economic consequences of an incident.
3. Facilitate, highlight, and provide resources to enhance capital access opportunities and cash flow for businesses and local governments.
  - 3.1. Integrate existing alternative financing informational resources about direct Federal assistance and that done through fiscal intermediaries.
  - 3.2. Expedite access to Federal post-disaster funding and reprogrammable steady-state funds.
  - 3.3. Facilitate local procurement opportunities.
  - 3.4. Provide technical assistance and highlight noteworthy practices for mitigating the consequences of disasters to a local government's tax base.
4. Promote economic resilience principles to be integrated in locally-driven economic recovery efforts.
5. Facilitate the integration and understanding of how Federal programs and resources support the community-level economy. Demonstrate and promote the post-disaster applicability for resources supporting economic development, workforce development, community development, small business assistance, and financial regulator programs.
6. Provide access to and the needed availability of trained and knowledgeable agency staff to support recovery missions.

These targets are implemented through the coordinated, and integrated efforts of all the agencies in the Economic RSF. Facilitated by the Coordinating Agency, these targets are set as expected needs/priorities for effectively every instance in which the complexity of the recovery consequences necessitates the activation of the RSF. Broadly, these targets are implemented through conducting three types of activities: information sharing, technical assistance, and leveraging existing resources.

### ***Federal Coordinating Structure***

This section outlines how Federal departments and agencies coordinate to deliver the Economic Recovery core capability through the Economic RSF. In support of the Economic Recovery core capability, the Economic RSF establishes a process for information sharing and coordination to better leverage the delivery of available resources. When Federal support is required to address economic recovery issues, the Economic RSF will seek to derive basic information and build capabilities related to the ten fundamental post-disaster economic recovery considerations. Ultimately, this RSF will seek to accomplish the following:

1. Facilitate a long-term, sustainable economic recovery effort to effectively support communities challenged by the consequences of a disaster.
2. Serve as a vehicle for enhancing Federal interagency coordination, information sharing, communication, and collaboration in both the pre- and post-disaster timeframes.
3. Support the capacity of local, state, tribal, and territorial governments, nonprofits, and the private sector to produce a multi-dimensional strategy capable of supporting economic recovery and enhancing community resilience.

## Overview of Economic RSF Partners

**Table D-1: Members of the Economic RSF**

ECONOMIC RECOVERY
<p>The Economic Recovery RSF integrates the expertise of the Federal Government to help local, state, tribal, and territorial governments, and the private sector sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after an incident.</p>
<p><b>Coordinating Agency:</b> Department of Commerce (DOC)</p> <p><b>Primary Agencies:</b> DOC; Department of Agriculture (USDA); Department of Homeland Security (DHS); Department of Labor (DOL); Department of the Treasury (TREAS); Federal Emergency Management Agency (FEMA); Small Business Administration (SBA)</p> <p><b>Supporting Organizations:</b> Corporation for National and Community Service; Delta Regional Authority; Department of Health and Human Services (HHS); Department of Housing and Urban Development (HUD); Department of the Interior (DOI); Environmental Protection Agency (EPA); General Services Administration (GSA); Department of State (DOS)</p>

## Economic RSF Roles and Responsibilities

**Table D-2: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
Department of Commerce	<ul style="list-style-type: none"> <li>▪ Maintains communication within the Economic RSF and across other RSFs for economic recovery issues.</li> <li>▪ Coordinates Economic RSF activities with other RSFs.</li> <li>▪ Monitors RSF-initiated and -implemented recovery programs.</li> <li>▪ Represents the Economic RSF at the national level and at the JFO.</li> <li>▪ Coordinates and activates Economic Development Assessment Teams for the Economic RSF.</li> <li>▪ Coordinates with the FDRC in post-disaster environments.</li> <li>▪ Leads the conduct of RSF-based technical assistance initiatives.</li> <li>▪ Appoints an Economic RSF National Coordinator to coordinate interagency activities at the HQ level.</li> </ul>

Table D-3: RSF Primary Agency Functions

Primary Agency	Functions
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical assistance and identifies current USDA programs that may be utilized for economic recovery, including determinations of eligibility, application processes, and project requirements.</li> <li>▪ Provides financial programs to support essential public facilities and services.</li> <li>▪ Promotes economic development by providing loans to businesses through banks and community managed lending pools.</li> <li>▪ Assists communities to participate in empowerment programs.</li> <li>▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Provides economic damage assessment information on agriculture infrastructure and USDA-financed businesses, utilities, housing, community facilities, health and social service facilities, and NCR, as well as damage assessment information on USDA-regulated facilities.</li> <li>▪ Executes agency mission during disaster recovery, supporting agriculture, farm assistance, and the economy and quality of life in all of rural America.</li> <li>▪ Monitors, assesses, and provides technical support on the economic impacts on agricultural and the export activities and resumption of trade.</li> </ul>
Department of Commerce	<ul style="list-style-type: none"> <li>▪ Prepares demographic and economic baseline data (e.g., pre-disaster conditions) for regions impacted by disasters during Economic RSF activations, as needed.</li> <li>▪ Provides technical assistance and subject matter expertise for manufacturing sector issues.</li> <li>▪ Provides economic development technical assistance and subject matter expertise for regionalized economic recovery.</li> <li>▪ Provides funding through competitive grants for economic recovery projects.</li> <li>▪ Provides direct financial assistance, market access and technical assistance for minority business.</li> <li>▪ Provides technical assistance to businesses for accessing foreign markets to encourage outside investment.</li> <li>▪ Provides technical assistance and information regarding tourism consequences.</li> <li>▪ Provides grants and technologies to spur the recovery of ecosystem-dependent economies, to restore economically important habitats and to create mechanisms for the mitigation of damages.</li> <li>▪ Administers the authority and priorities of the Defense Production Act through the Defense Priorities and Allocations System to implement priorities and allocations provisions for industrial resources.</li> </ul>
Department of Homeland Security	<ul style="list-style-type: none"> <li>▪ Coordinates with the private sector stakeholders across the 16 critical infrastructure sectors.</li> <li>▪ Provides analytic capabilities to support the impact assessment process.</li> </ul>

Primary Agency	Functions
Department of Labor	<ul style="list-style-type: none"> <li>▪ Provides technical and financial assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Provides economic damage assessment information on the consequences to the local workforce, labor markets, and worker retraining needs.</li> <li>▪ Executes agency mission during disaster recovery in support of workforce development, unemployment assistance, technical assistance, and labor market analysis.</li> </ul>
Department of the Treasury	<ul style="list-style-type: none"> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Supports the RSF in the areas of financial literacy and tax-related assistance through education, outreach, and tax return preparation assistance.</li> <li>▪ Provides program data for use in economic damage assessments, as appropriate.</li> <li>▪ Facilitates the operation of the Financial and Banking Information Infrastructure Committee, including the identification of sector impacts and resource requirements.</li> </ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides technical and financial assistance regarding program eligibility, application processes and project requirements.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Provides economic damage assessment information regarding the insured and uninsured losses, economic recovery issues and other data sources gathered during Federal response and recovery efforts.</li> <li>▪ Executes the agency mission during disaster recovery through its PA, IA, and mitigation programs.</li> <li>▪ Supports the collection of impact assessment information and the outreach to strategic private sector partners through the EA Private Sector staff.</li> <li>▪ Provides post-incident GIS impact data to inform economic impact assessments.</li> </ul>



Primary Agency	Functions
Small Business Administration	<ul style="list-style-type: none"> <li>▪ Provides loans for property damages to non-farm businesses of all sizes and private nonprofit organizations; provides Economic Injury Disaster Loans (EIDLs) to eligible small businesses and private nonprofits.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides counseling and other free technical assistance to small businesses and entrepreneurs.</li> <li>▪ Promotes small business access to capital through loans and investments aimed at sustaining businesses and encouraging entrepreneurial applications.</li> <li>▪ Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate.</li> <li>▪ Executes agency mission during disaster recovery in support of business loans, technical assistance and other forms of direct and indirect small business assistance.</li> <li>▪ Provides program data for use in development of economic damage assessments, as appropriate.</li> </ul>

**Table D-4: RSF Supporting Organization Functions**

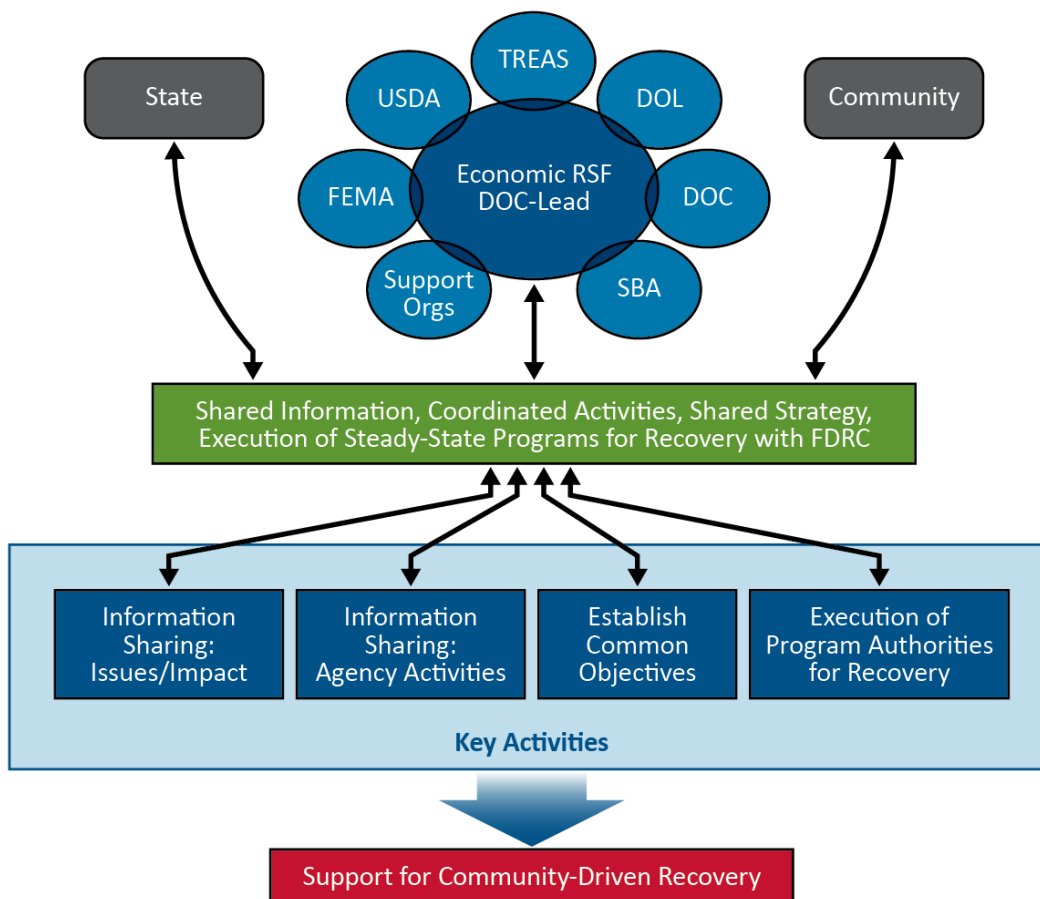
Supporting Organization	Functions
Corporation for National and Community Service	<ul style="list-style-type: none"> <li>▪ Assists communities across the Nation in preparing for, responding to, and recovering from disasters through two primary national service programs: AmeriCorps and Senior Corps.</li> <li>▪ Provides trained members to support communities most pressing needs, particularly long-term recovery issues.</li> <li>▪ Facilitates and leverages volunteer engagement for disaster recovery by working closely with State Service Commissions, National Voluntary Organizations Active in Disaster (NVOAD), other local, state, tribal, territorial, insular area, and Federal partners to provide national service members and resources in a variety of recovery functions.</li> <li>▪ Engages in recovery functions, such as case management intake, direct physical labor, volunteer management, and capacity building for local, state, and Federal government and nonprofit and faith-based organizations.</li> <li>▪ Provides technical assistance to build upon and share best practices among State Service Commissions, nonprofits, communities, etc., to address specific regional and local needs throughout the long-term recovery process.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Delta Regional Authority	<ul style="list-style-type: none"> <li>▪ Leverages investments made by other Federal departments, local, state, tribal, and territorial partners, and private entities.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Supports the growth and sustainment of small businesses.</li> <li>▪ Supports the growth and development of broadband data communications technology.</li> </ul>
Department of Health and Human Services	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for HHS programs as applicable under existing authorities.</li> <li>▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community.</li> <li>▪ Provides technical assistance on the economic consequences to low- or moderate-income disaster survivors, including access to child care services.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>

Supporting Organization	Functions
Department of Housing and Urban Development	<ul style="list-style-type: none"> <li>▪ Provides flexible grants to help cities, counties, and states recover from Presidentially declared disasters, especially in low-income areas.</li> <li>▪ Provides technical and financial assistance regarding program eligibility, application processes and project requirements.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Provides economic damage assessment information regarding the economic consequences of the loss of housing stock, the housing market and community development issues, from its network of regional and field resources.</li> <li>▪ Executes the agency mission during disaster recovery in supporting home rebuilding, post-disaster housing, community recovery, and revitalization.</li> </ul>
Department of the Interior	<ul style="list-style-type: none"> <li>▪ Provides technical and financial assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides economic damage assessment information on the natural and cultural assets throughout the country, through its networks and available stakeholders.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Environmental Protection Agency	<ul style="list-style-type: none"> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides businesses the opportunity to sell products and services to Federal Government agencies.</li> <li>▪ Provides small businesses with training, counseling, set-aside opportunities and sub-contracting opportunities among other activities through the Office of Small Business Utilization.</li> <li>▪ Provides direct access to commodities, telecommunications and data systems, training, office furniture, transportation services and other commercial products and services under the Federal Supply Schedules.</li> </ul>

### Convening the Economic RSF

Engaging the mechanism of the RSF at the field or HQ level is the first step in activating the RSF for supporting economic recovery. This engagement is facilitated (virtually or on-site) with the assistance of personnel from RSF Primary Agencies and Supporting Organizations, as well as other RSFs. The Economic RSF Field Coordinator is the primary point of contact for the FDRC and other RSF representatives engaged in each RSF activation, regarding economic recovery issues. Depending on the size and scope of the disaster and resulting Economic RSF activation, the Field Coordinator may operate out of the JFO or virtually from their existing duty station. Depending on the nature of the incident, community recovery requirements and the staffing capabilities of the RSF Coordinating Agency, the Economic RSF Field Coordinator can be assigned from any one of the Economic RSF Primary Agencies, with the approval of that agency.

All activations of the Economic RSF will involve the execution of the Economic RSF Coordination Process Model, included as Figure D-1.



**Figure D-1: Economic RSF Coordination Process Model**

Starting at the top of the figure, the efforts of the Economic RSF are coordinated under the oversight of the FDRC. Each of the Economic RSF member agencies serves as a partner that is included and engaged to the extent required based on the size, complexity, and issues observed in the recovery. Minimally, all agencies are engaged to share available recovery and impact information.

Economic RSF efforts are constantly informed by state and community input, efforts, and priorities. In support of these needs and goals to support of community-driven economic recovery, the RSF:

- Shares information (impact, capability, and problem-solving);
- Coordinates activities (leveraging available resources and multi-agency technical assistance);
- Executes disaster and steady state programs (the focused and deliberative effort to utilize existing and applicable agency programs for supporting recovery efforts); and
- Shares strategy (a common understanding of the recovery issues, challenges, and opportunities).

These efforts are ultimately targeted to facilitate the support of community-driven economic recovery.

The operating framework for the Economic RSF utilizes a partner-driven approach focused on enabling and coordinating collaborative opportunities to facilitate private sector economic recovery efforts. Each RSF partner agency will continue in their statutory missions to assist post-disaster communities. A principal role of the Coordinating Agency is to identify opportunities (informed by

the impacted state and communities) for interagency collaboration to execute a more effective recovery effort in conjunction and in support of the impacted jurisdiction.

### ***Engaging the Whole Community***

When activated, RSF partner agencies work with state and community partners through coordination with the FDRC. Recovery activities will likely require direct relationships with non-Federal, private, and nonprofit sector partners.

The Economic RSF Coordinating Agency and its partner agencies will work closely to support their local, state, tribal, territorial, insular area, private, and nonprofit partners in the recovery effort. Community-based economic recovery strategies will be integrated into the RSS. These economic recovery strategies identify the economic recovery issues, challenges, and types and levels of recovery assistance that the specific local communities and state will need.

It is important that the Economic RSF and the FDRC work with the local, state, tribal, territorial, insular area, private, and nonprofit partners to:

- Develop a coordinated recovery strategy that addresses specific economic recovery needs for the local, state, tribal, territorial, and insular area communities;
- Establish a process for obtaining baseline data/information;
- Identify metrics to measure progress;
- Designate local, state, tribal, and territorial organizations that will coordinate the economic recovery efforts;
- Identify sources of funding, including private sector and philanthropic organizations, to meet specific objectives;
- Put in place mechanisms to reduce fraud, duplication, and waste; and
- Determine local, state, tribal, territorial, and insular area capacity and training needs for Federal assistance applications.

**Table D-5: Partner Relationships**

External Stakeholder	Potential Economic RSF Output	Potential Economic RSF Input
State/Territory	<ul style="list-style-type: none"> <li>▪ Grants and loans for statewide economic priorities</li> <li>▪ Economic damage assessment information</li> </ul>	<ul style="list-style-type: none"> <li>▪ Encouragement of economic recovery initiatives within the state; implementation of cooperative agreements with other states for economic recovery</li> <li>▪ Collection of economic impact assessment information</li> </ul>
Local/Tribal	<ul style="list-style-type: none"> <li>▪ Economic development support that helps residents and businesses stay in the area by creating and restoring jobs; economic damage assessment information</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic planning/direction on the community's economic recovery priorities</li> <li>▪ Collection of economic impact assessment information</li> <li>▪ Implementation of programs to improve long-term economic resilience and sustainability; collaboration with adjoining communities for multi-local and regional recovery</li> </ul>
Private Sector	<ul style="list-style-type: none"> <li>▪ Loans, tax, and potential targeted regulatory relief to specific businesses</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provision of jobs and services/goods to the local community; investment in business improvements and expansion; coordination to provide technical assistance and investment in post-disaster communities; collection of economic impact assessment information</li> </ul>
Nonprofit	<ul style="list-style-type: none"> <li>▪ Grants and loans to run programs to assist their communities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Help for residents, businesses, and their employees to recover quickly after an incident and improve disaster resilience; collection of economic impact assessment information</li> </ul>

### RSF Operational Activities

The Economic RSF Field Coordinator must be proactive and strategic in reaching out to Economic RSF field/regional representatives to identify economic recovery issues and organize a practical and measured response. At a minimum, the Economic RSF Field Coordinator should be engaged in the following activities:

- Holding regular conferences calls to share recovery information, issues and strategize with field RSF agencies;
- Developing field-level Economic RSF strategic objectives and support actions for submission to the National Economic RSF Coordinator and eventual inclusion in the RSS;
- Meeting with local, state, tribal, territorial, and insular area government representatives, as well as business, nonprofit, and private sector stakeholders;
- Serving as a primary Federal point of contact in the field for all economic recovery coordination issues;
- Coordinating support for and informing other RSF representatives of any community-driven economic recovery initiatives; and

- Coordinating with field RSF representatives on their respective agencies’ recovery activities (e.g., DOL workforce development initiatives/grants, SBA counseling and capital access activities, USDA grant, loan-making and farm assistance activities, HUD CDBG).

### RSF Operations Sequence of Events

The activation and engagement of the RSF will generally follow the sequence of events captured in Figure D-2.

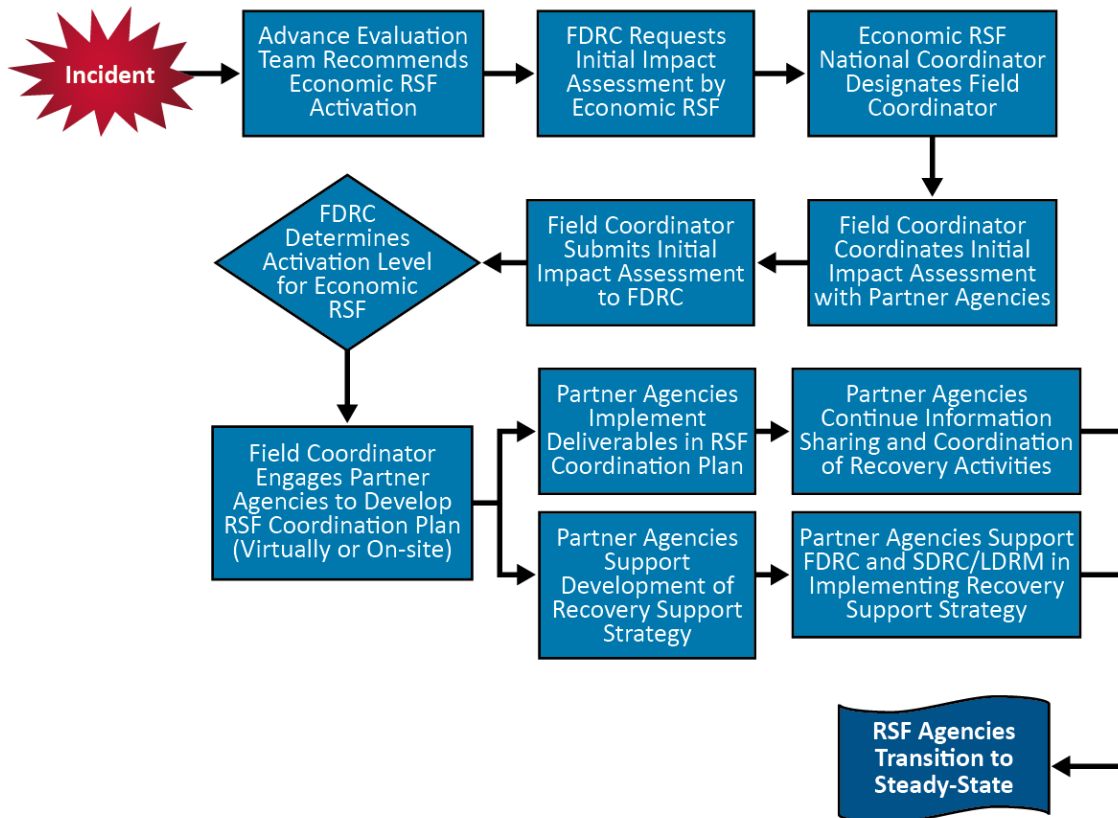


Figure D-2: RSF Operations Sequence of Events Model

### Economic RSF Activation Options

The engagement and activation of the Economic RSF is a progressive approach where the level of activity is contingent on the extent of coordination needs in the disaster area. To support the on-site and off-site coordination needs, the Economic RSF has adopted four options for activation to describe the scale of its on-site and off-site engagement. Generally, the on-site location is considered “on-site” is considered the JFO, recovery office, or other unified command center. The RSF may step progressively from one option to the next or rapidly achieve an advanced option. The maximum option to be achieved will depend on the scope of the disaster and the need of impacted communities.

#### Activation—Option 1: Virtual

- No on-site activities required (virtual only), episodic site visits
- Will convene RSF field assets virtually by conference call and email
- No specific technical assistance deliverables

- Generally no MA required, unless site visits required
- Major activity—coordinate information sharing and connecting available resources with expressed need

***Activation—Option 2: Heightened Virtual***

- Episodic site visits coupled with virtual RSF engagement
- Will convene RSF field assets primarily by conference call and email
- Deliverables may include economic impact assessment and Economic Development Assessment Team report(s) (see Follow-On Impact Assessment and Technical Assistance Options section)
- MA required for travel, per diem, and overtime to meet deliverable development
- Major activity—coordinate information sharing and RSF agency contribution to deliverable

***Activation—Option 3: Coordinator On-Site***

- Full time on-site presence of Field Coordinator, episodic presence of RSF field agency staff
- Will convene RSF on-site and by conference call
- Deliverables may include economic impact assessment, Economic Development Assessment Team report(s), support of state taskforce activities, RSF issue tracking, and project coordination/tracking
- MA required for travel, per diem, and overtime to meet deliverable development
- Major activity—coordinate information sharing, RSF engagement of targeted issues, impact assessments, extensive coordination of direct Federal recovery support (SBA counseling, HUD CDBG, etc.) and indirect support (technical assistance)

***Activation—Option 4: RSF On-Site***

- Full-time on-site presence of Field Coordinator and of at least one other (non-FEMA) RSF Primary Agency
- Will convene RSF on-site and by conference call
- Deliverables may include economic impact assessment, Economic Development Assessment Team report, and support of state taskforce activities, RSF issue tracking, and project coordination/tracking
- MA required for travel, per diem, and overtime to meet deliverable development
- Major activity—coordinate information sharing, RSF engagement of targeted issues, impact assessments, extensive coordination of direct federal recovery support (e.g., SBA counseling, HUD CDBG) and indirect support (technical assistance)

## **Initial Impact Assessment**

Once the Economic RSF is activated, one of the first activities likely to be necessary is the completion of an initial impact assessment to understand the severity of the economic issues associated with the disaster. This assessment is intended to be a very high-level synopsis of known economic recovery issues in the communities affected by the disaster. The assessment is not intended to capture a definitive dollar value of the economic impact or to derive the full scope of the economic recovery challenges; instead, it is a snapshot of the economic issues and damages resulting from the



disaster, and it is intended to guide short-term actions. In order to start the process, the Economic RSF Coordinating Agency convenes an interagency meeting of the Economic RSF members.

Economic RSF partner agencies will be expected to provide a summary of impact-related information to describe the known issues, concerns, and program activities, as they relate to their respective agency's networks and capabilities. This should include information that is readily retrievable from field and regional staff that may have already "checked in" with their local stakeholders. Some examples of the information that should be gathered include, but are not limited to, concentrations of business outages/disruption, known capital access issues, workforce supply/demand issues, infrastructure issues, technical assistance needs, financial literacy issues, impacts on critical supply chains, and local industries.

To be actionable, the initial impact assessment contains three basic sections of information:

- Economic baseline of the affected geography (e.g., demographics, economic activity, employment);
- Actual and projected economic issues/damage and uncertainties of the disaster aligned to the ten economic recovery considerations; and
- Existing or forecasted agency recovery activities.

The Economic RSF Coordinating Agency will review all the information contained in the initial impact assessment and provide that information to the FDRC with a recommendation for next steps, based on RSF partner agency input. Depending on the incident and the geography affected, existing information resources may be used to project the anticipated impact through FEMA's Hazards-United States tool (for flood, earthquake, and hurricane incidents) and other damage estimating resources, to target inquiries in identifying economic damage and recovery issues.

Ultimately, one of the goals of the initial impact assessment will be to triage exceptional recovery issues in specific communities, or issues trending across multiple communities. This way the Economic RSF will be able to apply a "right-sized" approach to supporting the community's economic recovery effort. A graphical depiction of this process is captured in the following figure.

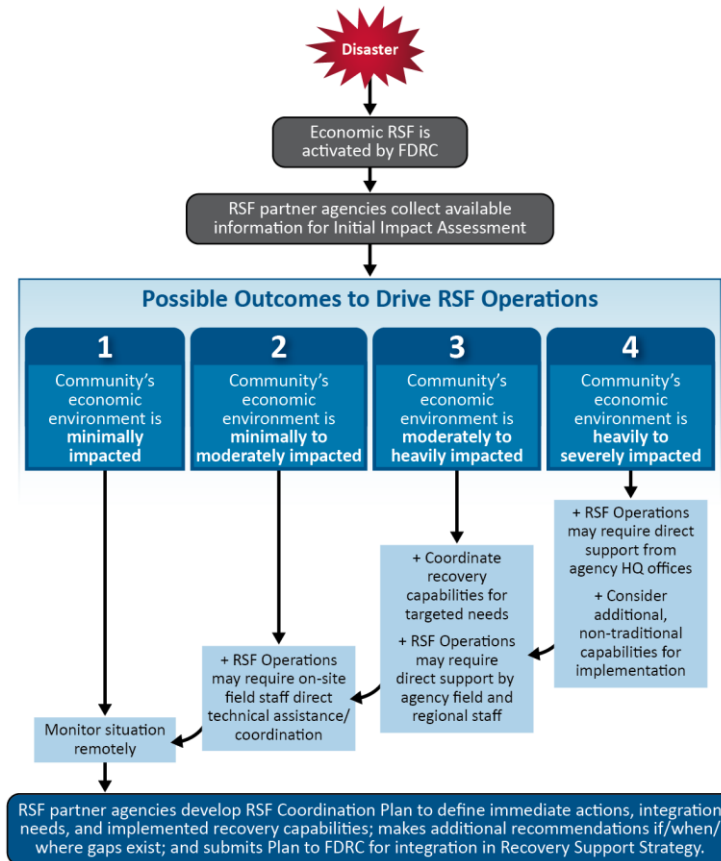


Figure D-3: Initial Assessment Process Overview

***Follow-On Impact Assessment and Technical Assistance Options***

Depending on the outcome of the initial impact assessment, the issues and milestones in the RSS, and the needs of the community, additional impact assessment and technical assistance options are executable by the Economic RSF. Some of the technical assistance options available to the RSF for communities include the Economic Impact Assessment and deployment of the Economic Development Assessment Team.

Economic Impact Assessments will generally seek to achieve the following objectives:

- Capture the pre-disaster economic environment;
- Identify indicators of economic consequence;
- Aggregate available economic recovery information; and
- Highlight economic recovery best practices for consideration in the on-going recovery process.

The intent of the final Economic Impact Assessment report is to provide a value-added resource for state and community disaster recovery professionals as well as the region as a whole to target areas of economic recovery need and identify economic impact trends to help inform the whole community’s long-term disaster recovery and new resilience efforts.

Economic Development Assessment Teams leverage the subject matter expertise of RSF partner agencies and invited economic recovery experts to provide customized technical assistance for impacted communities. Whenever possible, they build on the local, regional, and state economic and

community development planning already in place. Teams work closely with local government, community, and business leaders, regional planning organizations, and economic development organizations to explore issues ranging from infrastructure challenges to development and financing needs, attempting to look at the total economic picture for each community.

### Scalability of Coordination Activities

Depending on the outcome of the initial impact assessment and the resulting RSS, the field-level and HQ-level RSF agencies should scale the needs of the community with the operational tempo of the RSF activities, to avoid overwhelming local capacity and to ensure the interagency coordination efforts can be sustained. In conjunction with the activation steps described above, the scalability of coordination activities describes the intensity of RSF coordination. The table below captures a few broad options for how the coordination of activities can be scaled to meet levels of recovery coordination needs (severe, strong, moderate, and low).

**Table D-6: Scalability of Coordination Activities**

Coordination Need	Unit	Operational Tempo Coordination Options	Presence at JFO Options	Operational Model Options
Severe	HQ	Weekly conference calls	As appropriate	Active effort to coordinate programs, senior officials, share information, and mitigate new/unique issues
	Field	Daily face-to-face and call interaction	Likely, for RSF Coordinating Agency; as needed, for Primary and Supporting Agencies	Intensive 2105/ regional/local/private sector stakeholders
Strong	HQ	Bi-weekly conference calls	As appropriate	Active effort to coordinate programs, senior officials, and mitigate issues raised by field staff
	Field	Weekly scheduled coordination meetings	Episodic to full-time for RSF Coordinating Agency	Active effort to support recovery efforts, align programmatic capabilities, and share information
Moderate	HQ	Monthly conference calls	Not likely	Ongoing coordination of programmatic execution, information sharing and mitigation of policy-level issues, as appropriate
	Field	Bi-weekly scheduled coordination meetings	Episodic; virtual support of JFO likely	Ongoing effort to coordinate recovery project development, needs identification, information sharing and coordination/collaboration with local, state, territorial, tribal, and private sector stakeholders

Coordination Need	Unit	Operational Tempo Coordination Options	Presence at JFO Options	Operational Model Options
Low	HQ	Integrated in regular RSF meetings, as appropriate	Not likely	Mitigation of policy-level issues and information sharing
	Field	Monthly or ad hoc coordination	Not likely	Recovery needs fully executed from agency program office, ongoing outreach to partner agencies, information sharing

### ***RSF Coordination***

Following the completion of the initial impact assessment or the Advance Evaluation Report, the Economic RSF Coordinating Agency will continue to engage with field-level, and potentially national-level, RSF agencies and applicable state agencies to coordinate the immediate actions requiring RSF engagement. The RSF Field Coordinator remains in consultation with the FDRC throughout the process. The RSF Field Coordinator, in coordination with partner agencies, will provide analysis supporting the mission scoping assessment. The RSF will then define clear objectives, actions, or deliverables to mitigate issues identified in the mission-scoping assessment to inform the development of the RSS. Some examples of elements often included in the RSF planning are specific milestones to ensure information sharing, actions to deliver technical assistance to support state-driven recovery committees, efforts to conduct more in-depth economic impact assessments, and interagency efforts to support the establishment of business one-stop resources.

### **Implementation and Monitoring**

The implementation of the recovery effort under the Economic RSF is intended to be a flexible, adaptive, coordinated effort on the part of the Federal Government, in partnership with local, state, tribal, territorial, insular area, and private sector partners. The implementation of these activities will be delegated to the agency originating the program activity. For example, SBA’s disaster loan program is implemented and monitored by the SBA. However, agencies must share the outcomes, issues and progress among their partners in the Economic RSF. This way, the Economic RSF Coordinating Agency can track the progress of the recovery effort and continually evaluate when opportunities exist for creating leverage through interagency collaboration. This will be part of a continual reassessment process to track RSF progress and its effort to meeting the milestones established by the FDRC.

Over time, recovery efforts progressively transition into the steady state efforts of the agencies in the RSF. While recovery issues will likely persist, the scope and applicability of the issues will eventually be addressable by steady state programs. For example, workforce development issues such as retraining and job placement likely existed pre-disaster. While the impact may have become more acute post-disaster, the need persists and the steady state effort to mitigate those issues must be integrated into the day-to-day operations of the local, state, tribal, territorial, insular area, Federal, private, and nonprofit stakeholders.

### **Transition to Steady State**

There is no standard or predetermined pathway for a community’s or a region’s economic recovery. The particular path a community takes when recovering from a major disaster will differ from other

localities as a result of multiple factors, including the scale of the disaster's impact, specific community needs and conditions, and the resources available. While such circumstances prevent the development of a “canned” approach for effective economic recovery, potentially valuable insights can be learned from the experiences of communities that have already grappled with the disaster-recovery process.

The active engagement and coordination of Economic RSF agencies must be responsive and flexible to the demands and ongoing recovery needs experienced by communities. The engagement of the RSF at the field and national levels will vary in intensity and modality depending on a regular evaluation of these needs. The level of engagement must always be proportional to the needs of the community. Based on the recovery continuum in the NDRF, coordination needs during the intermediate- and long-term stages will almost invariably be considered “steady state,” as enough time will have passed that most persistent coordination needs can be addressed through existing agency efforts to conduct business. As the need for active coordination diminishes, the Economic RSF Field Coordinator will work with the FDRC to establish a scaled-back approach that can ensure ongoing coordination and communication needs can be satisfied.

Following the transition to a steady state of Economic RSF engagement, the Economic RSF Coordinating Agency will convene an after-action review process to capture lessons learned. These lessons will be identified in a Corrective Action Plan. Some items will be integrated in future iterations of the Economic RSF Annex and appropriate Economic RSF Standard Operating Procedures. Others may enhance steady state programs and their ability to mitigate the impacts of future disasters.

## **Economic RSF Critical Tasks/Activities**

### ***Post-Disaster Recovery***

An economic recovery effort in a post-disaster environment is often framed by the iteration of issues through immediate/short- (days–weeks), intermediate (weeks–months), and long-term (months–years) timeframes. The manner in which the Economic RSF supports post-disaster recovery efforts must, at its core, focus on improving information sharing, leveraging existing resources for recovery, and supporting the efforts of the state and community in building common objectives for recovery. Acknowledging that the disaster may have irreparably altered the local economy, the Economic RSF can provide technical assistance by supporting the community's efforts to build local market confidence and define the “new normal” for the local economy. The list of elements below is not exhaustive, but it includes common needs in post-disaster environments.

#### Immediate/Short Term

- Conducting assessments of economic recovery issues and preparing demographic and economic baseline data.
- Considering the impacts on critical supply chains and local industries.
- Identifying and, where possible, troubleshooting cash flow issues for businesses and individuals.
- Facilitating and supporting insurance claim processing through information sharing and technical assistance.
- Facilitating and supporting businesses reopening.
- Providing technical assistance to promote economic recovery, financial literacy, and strategic planning.

- Encouraging local procurement.
- Promoting information sharing with the economic development, workforce development, and business communities.
- Facilitating and supporting local decision making.
- Addressing local employment issues (e.g., workers available to work).
- Mitigating “false economies” resulting from post-disaster construction and response.
- Addressing supply chain and physical infrastructure interdependency issues (e.g., producer, supplier, distributor, and vendor are impacted by physical damage).
- Supporting community efforts to identify short-term, intermediate, and long-term strategies for maintaining and restoring the tax base.
- Promoting information sharing to highlight existing sources of financial assistance.
- Providing regulatory relief, if applicable and available.
- Addressing local market issues (e.g., facilitating customers, suppliers, and retailers engaging in commerce).
- Restoring community infrastructure and support services for individuals with access and functional needs such as those with disabilities (e.g., accessible paratransit and other public transportation, neighborhood pharmacies) so that those individuals can transition back to their communities along with the rest of the community.

#### Intermediate

- Reviewing and monitoring economic impact assessments.
- Reviewing tax and regulatory relief opportunities.
- Implementing recovery initiatives identified in the short term, including initiatives to restore critical supply chains and local industries.
- Continuing recovery investments initiated in the short term.
- Restoring private sector capacity (e.g., supporting investment in restoring infrastructure development and redevelopment, encouraging business retention and expansion).
- Furthering economic diversification initiatives.
- Facilitating, promoting, and encouraging outside investment.
- Facilitating the leveraging of public and private sector resources to further catalytic projects that encourage job replacement and job growth in the community.
- Facilitating the timely disbursement of direct financial assistance (e.g., claims, loans, and grants).

#### Long Term

- Providing economic impact assessments once damage assessments are completed, as appropriate.
- Continuing recovery investments initiated in the short-term and intermediate phases.
- Supporting community efforts to define and pursue the establishment of a “new normal” in the local economy.
- Continued facilitation and investment in economic diversification initiatives.

- Phasing in tax and regulatory relief requirements.
- Providing support to local, state, tribal, territorial, and insular area governments in the incorporation of after-action recommendations and lessons learned into their community planning efforts.
- Capturing disaster-related opportunities (e.g., chance to innovate, bring in new industries, create green spaces, and revise economic development strategy based upon lessons learned).
- Transitioning from post-disaster to disaster readiness.

How the Economic RSF addresses the critical considerations for Economic Recovery:

- |                                 |                                 |
|---------------------------------|---------------------------------|
| 1. Assessment and Evaluation    | 6. Workforce Development        |
| 2. Community Planning           | 7. Economic Development         |
| 3. Cash Flow                    | 8. Small Business               |
| 4. Business Resumption          | 9. Marketing and Communications |
| 5. Capital Access and Insurance | 10. Resiliency                  |

### ***Assessment and Evaluation***

Generally, in order to regain its economic footing, a community impacted by disaster must understand three parameters. First, it must know what existed before the disaster. The community must honestly appraise the basis and trends of its pre-disaster economy. Second, the community must measure lost economic capabilities and assess opportunities created by the disaster. Finally, it must understand its achievable economic recovery options.

As emergency responders stabilize the disaster's consequences, data collection will shift to on-scene assessment by multidisciplinary teams working with local economic planners, private sector leadership, and elected officials. The Economic RSF will deploy these teams as it becomes practical for local leaders to engage in the economic planning for the path forward. The output of these teams will be shared with communities quickly, for local use, and will inform the ongoing efforts to develop intermediate and long-term plans to support economic recovery.

The Economic RSF mines data repositories (governmental and academic) and combines the results with data gathered on scene. Initial assessments, used to scope the effort, are based on such inputs as pre-disaster data, disaster modeling outputs, and initial on-scene reports. The RSF works with the FDRC; local, state, tribal, and territorial coordinators; and the private and nonprofit sectors to continually expand its understanding of the local and regional economy. The efforts of the RSF assist the community in developing economic goals and defining the means of achieving them in their recovery plan. The Coordinating Agency will coordinate with the RSF Primary and Supporting Organizations to identify the application of the steady state Federal programs supporting community plans. It will, where appropriate, coordinate the development and application of disaster-specific recovery programs for the economy and the innovative use of existing programs individually or collectively.

RSF agencies can facilitate the ongoing evaluation and assessment that communities will require to implement/adapt economic plans, through technical assistance provisions of programs such as FEMA's PA, HUD's CDBG, and USDA's rural assistance. In general, the assessment and evaluation function will inform the plans to apply disaster assistance programs and steady state programs adapted to disaster purposes. Strategies emerging from assessment and evaluation facilitate and

expedite the transition from disaster-specific efforts to steady state programs aimed at economic development. Early assessment will be needed to provide the Infrastructure Systems RSF information necessary in prioritizing short-term and intermediate infrastructure restoration needs and to provide the power and telecommunications needed for business resumption, as well as support the transportation system needs to reestablish supply chains. Similarly, more robust assessments will frame support to rebuild business capacity and encourage the private sector to begin opening access to capital. The transition to steady state programs—a goal of long-term recovery—will depend on assessments of the “realm of the possible” for developing the new normal for the post-disaster economy. Capabilities include the following:

- DOC: EDA Economic Adjustment Assistance, International Trade Administration—Travel and Tourism TA;
- HUD: CDBG;
- USDA: Technical assistance grants, post-disaster crop assessment services, and loan programs; and
- All: Economic Development Assessment Teams, economic impact assessments.

**Table D-7: Assessment and Evaluation—Examples of Federal Support and Whole Community**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Assessment and Evaluation	Establishing an accurate baseline	Technical assistance and data provision	Cooperation of local businesses and related supply chains to provide accurate and timely data and participation of universities and nonprofit economic think tanks
	Post-disaster data gathering and analysis	Technical assistance and program support	Involvement in consortiums to monitor data and participation of university researchers
	Setting priorities	Community planning assistance and technical assistance	Setting and sharing long-term-oriented business plans and needs
	Establishing metrics	Technical assistance	Sharing of best practices, involvement in shared vision, and provision of industry advisors to help with the process/analysis
	Program evaluation and transition to steady state programs	Technical assistance and program monitoring	Public-private partnerships for long-term recovery and formation of public-private organizations to govern special districts or funds allocated

**Community Planning**

After a disaster, communities have the opportunity to review their pre-disaster state, to create a vision for the future that may include rebuilding or “building back better.” Thus, the consideration of the community’s plans for economic recovery is at the forefront of any Economic RSF initiative. The role of the Economic RSF facilitates and enables the recovery capabilities of the community; it is not



the sole driver of the recovery. Naturally, these efforts are heavily informed and coordinated with the CPCB RSF.

Technical assistance grants to provide expert support and additional capacity:

- DOC EDA: Technical Assistance Grants, Economic Adjustment Grants;
- FEMA: Community Recovery Planning Assistance;
- USDA Rural Development: Grants; and
- HUD: CDBG.

**Table D-8: Community Planning—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Community Planning	Planning and capacity-building support	Technical support	Foundation grants, technical expertise on private assets, volunteers, private capacity (e.g., electricity, telecommunications)
	Mitigating losses from future hazards	Technical and financial assistance (e.g., to buy flood-prone property)	Foundation grants, technical assistance, nonprofit role in educating businesses on best practices
	Creating mixed-use and urban-rural interfaces	Rural development programs, funds for parks and recreation, farm assistance, infrastructure assistance	Nonprofit recreation and centers, creation of public spaces in private buildings
	Addressing social issues indirectly tied to economic development	Disaster assistance programs	Nonprofit assistance for needs such as food, housing, and care for the elderly
	Rehabilitation or creation of new housing stock	Technical support and funds for acquisition, construction, repair, and tenant rental assistance	Nonprofit home ownership programs, real estate development

**Cash Flow**

Agencies at all levels of government can contribute to reestablishing cash flow, especially by rebuilding of customer bases. Within the Economic RSF, some key programs rapidly inject cash into impacted communities. These include the FEMA IA, DOL Disaster Unemployment Assistance, and SBA disaster loans. Longer term support of cash flows within the community include FEMA PA spending, HUD CDBGs (both Disaster Recovery and annual), and SBA’s Traditional Loan Programs. Economic RSF engagement with the private sector can encourage similar actions by nongovernmental entities.

- DOL: Disaster Unemployment Assistance, National Emergency Grants;
- HUD: CDBG effected through variety of local, state, tribal, territorial, and insular area programs;
- SBA: Disaster Loan Programs, government contracting and business development, and traditional loan programs;
- TREAS: Grant funding to Community Development Financial Institutions (CDFIs), New Market Tax Credit authority to Community Development Entities (CDEs); and
- USDA: Loan, grant and subsidy programs.

Table D-9: Cash Flow—Examples of Federal Support

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Cash Flow	Availability of working capital and bridge loans	Working capital loans for small businesses, small agriculture co-ops, farms, and most private and nonprofit organizations to meet ordinary and necessary financial obligations that cannot be met due to the disaster	Micro lending, public-private partnerships, special business improvement districts, and financing
	Direct ways to maintain customer base	Direct/targeted contracting, special business districts	Targeted contracting or support of local businesses, resumption of normal operations themselves, creation of special business districts
	Indirect ways to maintain customer base	Assistance to individuals via IA, disaster assistance, traditional and disaster unemployment insurance to maintain individual income for purchase of goods and services	Involvement of community organizations that can help provide essentials to residents so residents do not relocate, resumption of normal business (especially of anchor tenants)
	Maintaining/repairing brand damaged by the disaster	Assertions of public safety via reports/statements, very important person (VIP) visits, marketing assistance	Positive media attention on the area, VIP visits, marketing campaigns
	Availability of cash through financial institutions	Coordination with Critical Infrastructure Protection, coordination of infrastructure service restoration	Deployment of mobile banking facilities with independent communications, low-value short-term loans

### ***Business Resumption***

The role of the Economic RSF in the individual business' decision to reopen can be a delicate one. Generally, if there are anchor employers that have been affected by a disaster, it should be the role of the Economic RSF to engage with the local, state, tribal, territorial, and insular area governments to work with the business to demonstrate support for staying in a community, identify financial incentives the local or state governments and private sector can offer, or find alternative roles for facilities and the labor force.

- FEMA: PA and IA Programs;
- DOC: EDA: Economic Adjustment Assistance; National Institute of Standards and Technology Manufacturing Extension Partnership;
- HUD: CDBG;
- USDA: Grant, subsidy, and loan programs;

- SBA: Disaster Loan Programs, counseling servicing; and
- TREAS: CDFI Fund.

**Table D-10: Business Resumption—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Business Resumption	Continuing operations	Loans to businesses, farms, and government (for operations); continuity of operations planning assistance	Sharing/donating resources like office space, telecom services, equipment; formation of co-op agreements
	Rehabilitation of commercial buildings	Loans to rehabilitate commercial buildings	Private investment and partnership, coordinated renovations; use of joint contracting
	Replacement of real estate, inventory, supplies, and equipment	Loans to repair or replace damaged property including equipment and inventory	Asset management and tracking services, supply chain and sourcing services, and expertise
	Mitigating displacement	Relocation assistance for displaced businesses and individuals	Public-private partnerships, formation of special districts, and formation of co-ops

**Capital Access and Insurance**

The key to financial recovery is the engagement of the private sector. The RSF serves as a clearinghouse for ideas and innovation and as a facilitator to bring businesses, ideas, and capital together. The programs reestablishing cash flow are an initial step in the overall financial underpinning of a recovering community. Governmental programs at any level can provide critical capital for rebuilding capacity and seed money for new initiatives. While some initial capital may come from disaster-specific programs, most comes through targeted application of steady state programs, such as annual grant funding programs through TREAS’s CDFI Fund and HUD’s CDBG, and incentives for private investment (e.g., tax incentives such as the Gulf Opportunity Zones).

The ability to draw new capital to a community impacted by disaster is closely linked to other elements of the Economic RSF. Assessment and evaluation of the community is fundamental in order to establish a reasonable vision of what a “new normal” can be. Capitalizing on entrepreneurial opportunities—whether pre-existing or resulting from the disaster—will be critical to energizing recovery for both large and small businesses.

One of the key qualitative metrics of economic recovery is the resumption of steady state channels for capital and the transition from governmental disaster programs to steady state ones must be encouraged. In fact, a more direct and transparent transition can be engineered by the early inclusion of certain steady state programs into the RSF’s efforts.

- HUD: CDBG;
- SBA: Small business (7a/504) loans, Small Business Investment Corporations, Innovation Cluster Initiative;
- TREAS: CDFI Fund grant programs;

- USDA: Loan, subsidy, grants, and insurance programs; and
- DOC: EDA Revolving Loan Fund Program and Economic Adjustment Assistance.

**Table D-11: Finance and Insurance—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Finance and Insurance	Assistance for existing loans	Assistance to meet financial obligations	Renegotiated terms of agreements, including deferred loan payments
	Protecting commercial investment	Activities to protect improved property such as public facilities and residential and commercial developments; financial assistance for mitigation efforts to protect damaged property from, and reduce the cost of, future disaster damage	Special loans, disaster mitigation, and recovery education
	Relief for community and local banks	Ease of banking regulations and publication requirements	Formation of consortiums to share information and best practices
	Maintaining or increasing private sector investment	Tax breaks, special business districts, disaster recovery bonds, “clawback” provisions	Strong leadership and leadership support, business incubators, marketing
	Maintaining confidence in the private sector	Community planning and capacity building, coordinated recovery efforts, VIP visits, private-public partnerships	Strong leadership and leadership support, positive media on recovery efforts, private-public partnerships, and continuity of former expansion plans
	Assistance getting credit	Guaranteed loans to bolster private sector structure	Education and training, community outreach

### ***Workforce Development***

Ultimately, the RSF must work with its partners to create conditions or otherwise facilitate the renewed provision of capital investment from the private sector. For some disasters, this entails establishing conditions such that perceived risk returns to, roughly, pre-disaster levels. For example, in more limited disasters, assuring the continuation of operations by a major source of employment and lending enough money to adequately supplement insurance payments will be sufficient. In catastrophic disasters such as Hurricane Katrina in 2005, or when dealing with unique circumstances (e.g., the 9/11 terror attacks), much more specific approaches will be required. Such approaches—whether business incubators, forgivable loans, disaster recovery bonds, or others—hinge on private sector engagement, which, in turn, rests on confidence.

The following key workforce development capabilities available to the Economic RSF are located within the Departments of Labor and Commerce:

- Compiling unemployment insurance statistics, processing grant awards, and providing response teams;
- Administering programs that provide temporary income support to unemployed individuals;
- Providing Dislocated Worker Grants for employment and training assistance;
- Providing Division of Unemployment Assistance information to eligible individuals when the disaster declaration(s) provide for FEMA’s IA Program;
- Assistance through Office of Workers’ Compensation Programs;
- Mobilizing the American Job Centers system; and
- Providing workers’ compensation coverage to Federal workers and eligible dependent survivors for employment-related injuries or death.

Additional capabilities are also available:

- USDA: Grants, loans, subsidies; and
- DOC: EDA Economic Adjustment Grants.

**Table D-12: Workforce Development—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Workforce Development	Retaining and creating jobs	Technical and financial assistance for job creation and retention programs, entrepreneurship, and business development	Education/training, community outreach, foundation grants, business incubators, and job fairs
	Job training	Job training technical assistance; financing	Provide training facilities and mentoring programs
	Assessment of workforce available and needs	Data provision, technical assistance, and technical planning	Data gathering, volunteer assistance, participation of local university talent and research
	Assistance for dislocated workers	Funds to provide retraining and job-search assistance	Nonprofit education and training and community outreach, job fairs, resume assistance, and job/work (online) bulletin boards

***Economic Development***

The key to economic development is an effective, coordinated plan that takes into account the will of the community and the interests of all stakeholders, especially nonprofit and for-profit elements of the private sector. Such a plan must, of course, be rooted in economic reality. Planning requires technical assistance for feasibility studies, impact assessments, investment projects, identification and exploitation of entrepreneurial opportunities and similar efforts. Whenever possible, economic recovery planning should build on pre-disaster economic development plans. To be most useful in a post-disaster situation, these economic development plans should account for risks and identify potential post-disaster courses of action for most probable risks. Post-disaster plans should account for the disaster’s impacts, but build on surviving elements of the local economy, which can be best

understood from the pre-disaster plans. To be effective, plans, especially post-disaster, may require various types of tax and regulatory relief:

- Economic RSF Coordinating Agency: Nonprofit/private sector coordination;
- DOC: Economic Adjustment Assistance, National Institute of Standards and Technology Manufacturing Extension Partnership, other grant programs;
- HUD: CDBG;
- USDA: Business development loan guarantees, grants, micro entrepreneurship loans, workforce retraining/development grants;
- TREAS: CDFI Fund grant and New Market Tax Credit programs; and
- SBA: Innovation Cluster Initiative.

**Table D-13: Economic Development—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Economic Development	Construction of infrastructure	Funds for planning, technical assistance, and infrastructure construction; funds to acquire, construct, or reconstruct public facilities; improvements such as streets, neighborhood centers, and water and sewer facilities	Foundation grants, technical assistance, infrastructure investment, and public-private partnerships
	Encouraging entrepreneurs	Entrepreneurship programs, technical assistance, grant programs, and special business zones	Mentoring programs, business panels, business incubators, funding entrepreneurship programs in schools, and trade shows
	Encouraging economic diversity	Community/comprehensive planning assistance, tax incentives, special districts, and feasibility studies	Construction in mixed-use zoning, public-private partnerships, and creation of community-focused amenities that attract other business and residents
	Sustainable economic development	Technical assistance	Foundation grants, involvement of research institutions, and encouraging business continuity planning
	Expanding business and employment opportunities	Loan guarantee, business improvement districts, and tax incentives	Foundation grants and business education and training

***Small Business***

While SBA offers programs, post-disaster and steady state, aimed at supporting the unique needs of small business, this capability will seldom be the whole solution. SBA loans, combined with

counseling services, are key first steps, but all RSF partners have a role to play in understanding and supporting the small business environment. The small business environment, in turn, may be critical to supporting major employers. Small businesses may be critical suppliers and they may provide the character to a community that is influential to retaining major employers (and their employees). Agencies other than SBA possess loan programs that can better adapt under certain circumstances. Cash flow, finance, and workforce issues are all of vital importance for small businesses. Capabilities supporting small business recovery include the following:

- SBA: Disaster Loan Programs, Government Contracting, and Business Development; Small business (7a/504) loans, Small Business Investment Corporations, Counseling Services, Innovation Cluster Initiative;
- DOC: EDA Revolving Loan Fund Program; and
- USDA: Business development loan guarantees, grants, micro-entrepreneurship loans, workforce retraining/development grants.

**Table D-14: Small Business—Examples of Federal Support**

<b>Economic RSF Consideration</b>	<b>Common Elements</b>	<b>Federal Support (Examples)</b>	<b>Opertunities For Private And Nonprofit Sectors</b>
Small Business	Furthering entrepreneurship	Technical assistance and entrepreneurship initiatives	Small business loans and mentoring programs
	Moving vs. staying	Technical assistance, disaster assistance, and community planning	Business development and planning assistance
	Balancing business and personal recovery needs	Technical assistance, disaster unemployment insurance, business assistance	Involvement of voluntary organizations and internship and job pool programs
	Tax-related assistance	Tax refunds for lost alcohol and tobacco products, free tax information, and assistance for damaged or lost property	Education/training, community outreach
	Mitigating losses in future disasters	Technical assistance and financial assistance	Education on continuity and disaster planning and loans and grants for commercial improvements

***Marketing and Communication***

The Economic RSF can facilitate conditions conducive to the marketing efforts of individual businesses, but it cannot market on behalf of even a specific community, much less an individual business. Resources can be made available to communities to encourage the return of customers. Typically, state tourism and/or economic development offices receive Federal funds to spread the “open for business” and “all cleaned up” messages.

Certain disasters reveal pre-existing conditions that suggest alterations in government regulations, which can also contribute to a favorable business climate. For example, the creation of the Transportation Security Administration facilitated trust in airline travel after the 9/11 attacks. Similar



regulatory changes have stemmed directly from the loss of consumer confidence in the housing and mortgage markets since 2007.

Rebranding can be more complex than marketing or regulatory change. If an area or a product is viewed as unsafe, confidence in its safety must be restored. However, the RSF would not be involved in the brand restoration of an individual product. The Economic RSF can serve as a coordinator in the orchestration of measures that support claims of safety, statements by governmental experts, or VIP use of a product. The following tools assist marketing and communications:

- DOC: EDA Economic Adjustment Assistance, International Trade Administration—Travel and Tourism Technical Assistance; and
- SBA: Government Contracting and Business Development, Innovation Cluster Initiative.

**Table D-15: Marketing and Communication—Examples of Federal Support**

Economic RSF Consideration	Common Elements	Federal Support (Examples)	Opportunities For Private And Nonprofit Sectors
Marketing and Communication	Maintaining customers	Funds to state tourism or economic development organizations, VIP visits, and other media	Marketing campaigns, VIP visits, and targeted and positive media attention
	Industry-specific marketing	Creation of new administration/agency/group for that industry and new industry regulations	Industry group marketing and media attention
	Rebranding geographic area or local product	Statements by government experts, VIP use of a product, or visits	Tourism board advertising in regional and larger publications

## Linkages and Interdependencies

### *Relationship with Other RSFs*

The Economic RSF must make sure its recovery activities are coordinated with those of the other RSFs. While the ultimate coordination of activities is the responsibility of the FDRC, adequate coordination between RSFs is necessary. The Economic RSF Field Coordinator must work collaboratively with the other RSF Field Coordinators to:

- Assemble multi-disciplinary assessment teams and resources when appropriate;
- Leverage issue and impact information gathered by other RSF activities;
- Share information via multi-RSF meetings and other communications;
- Identify how the Economic RSF can contribute to the efforts of the other RSFs;
- Identify areas where the other RSFs may contribute to meeting goals of the Economic RSF;
- Collaborate with other RSF initiatives and take appropriate steps to make adjustments as necessary to ensure that the end result meets agreed-upon goals; and
- Review lessons learned from each disaster and incorporate them into practice to improve recovery efforts for future disasters in that region and around the country.

There are a multitude of interrelated and interdependent issues that require extensive inter-RSF coordination. In some situations, the Economic RSF can provide input such as economic information

and subject matter expertise for other RSF efforts. In other situations, the Economic RSF can benefit from the work of the other RSFs, thereby leveraging their outputs. Some of the projected interdependencies are captured in the tables below.

**Table D-16: RSF Interdependencies**

Recovery Support Function	Potential Support To Economic RSF	Potential Support From Economic RSF
<b>Community Planning and Capacity Building</b>	Community priorities for economic recovery and development	Programs that encourage/support strategic planning for economy/community
<b>Health and Social Services</b>	Assistance with health and social service networks, facilities, child care, and/or providers that impact employment and support a customer base for local businesses	Technical assistance to H&SS networks and providers for business recovery
<b>Housing</b>	Meeting the housing needs of employers and employees of businesses receiving Economic RSF assistance	Facilitation of local purchasing efforts to assist businesses with housing rehabilitation and development. Technical assistance to housing developers for access to capital
<b>Infrastructure Systems</b>	Restoration status of sewer, roadway, electricity, communications, and other infrastructure needs impacting the economy	Information on infrastructure needs of businesses by geographic service areas
<b>Natural and Cultural Resources</b>	Rehabilitation of buildings for businesses within historic districts or landmarked/historic buildings. Status of tourism assets	Integration of NCR into the promotion of economic growth through tourism and other conservation initiatives

The collaborative approach at the Federal level must be responsive to the needs of the local stakeholders who will continue the long-term recovery efforts when Federal engagement returns to the steady state. The “ground truth” of economic damage and recovery issues will be ultimately derived from information assembled by the local, state, tribal, territorial, insular area, private, and nonprofit partners. For that reason, the Economic RSF will be heavily dependent on active and regular communication with the appropriate stakeholders. This communication will seek to collect and disseminate information on the economic issues affecting the communities/region and collaboration in identifying methods to mitigate effects.

## Resources

**Table D-17: Economic Recovery Resources**

Name of Resources	Description and Website
RestoreYourEconomy.org	One-stop shop of disaster preparedness, post-disaster economic recovery, and disaster resiliency resources, tools, event announcements as well as opportunities to connect with peers through social media groups. <a href="http://www.RestoreYourEconomy.org">www.RestoreYourEconomy.org</a>
EDA's Disaster Recovery Page	Captures resources that may be useful in furthering a community's economic recovery efforts. <a href="http://eda.gov/about/disaster-recovery.htm">http://eda.gov/about/disaster-recovery.htm</a>
Resilience Resources	
Community Resilience System	The Community Resilience System (CRS) brings together the resources, tools, and processes needed to improve community resilience. <a href="http://www.resilientus.org/recent-work/community-resilience-system/">http://www.resilientus.org/recent-work/community-resilience-system/</a>
HUD Exchange Community Resilience Planning Resources	This portal catalogues a set of resources that local planners could use to help plan and prepare for changing natural hazards when undertaking HUD-funded activities. <a href="https://www.hudexchange.info/manage-a-program/community-resilience">https://www.hudexchange.info/manage-a-program/community-resilience</a>
Leadership in a Time of Crisis: A Toolkit for Economic Recovery and Resiliency	Provides strategies and tactics for community leaders to focus on for economic recovery and preserving jobs, incorporating useful information for convening private and public stakeholders to identify key economic recovery strategies, tips on how to navigate federal resources for response and recovery, and implementation of recovery initiatives. <a href="http://restoreyoureconomy.org/toolkit/">http://restoreyoureconomy.org/toolkit/</a>
Risk Assessment	
Building Code Effectiveness Grading Schedule (BCEGS)	The Insurance Services Offices (ISO) administers the BCEGS to assess building codes and building code enforcement in municipalities which highlights vulnerability in the built environment. <a href="http://www.isomitigation.com/">http://www.isomitigation.com/</a>
HAZUS - FEMA	A national model for estimating potential disaster losses. <a href="http://www.fema.gov/hazus-software">http://www.fema.gov/hazus-software</a>
Economic Data/Analysis	
Bureau of Labor Statistics	Provides extensive county-level data on various economic factors. <a href="http://www.bls.gov">www.bls.gov</a>

Name of Resources	Description and Website
StatsAmerica	Provides provide actionable data for economic developers to use in site requests, developing metrics, grant writing and strategic planning. Offers side-by-side comparisons, plus innovation metrics and distress indicators. <a href="http://www.statsamerica.org">www.statsamerica.org</a>
EDA's Cluster Mapping project	Provides data on industry sectors for different geographic scales. <a href="http://www.clustermapping.us">www.clustermapping.us</a>

## Annex E: Health and Social Services

### *Purpose*

The purpose of the Health and Social Services (H&SS) core capability and Recovery Annex is to outline how Federal agencies and national nongovernmental organizations plan to support the health and social services disaster recovery efforts of local, state, tribal, territorial and insular area jurisdictions. This annex outlines planning factors in coordinating Federal health and social services recovery operations in support of locally led recovery efforts. The Recovery FIOP and this annex are flexible, scalable, and adaptable in order to best support impacted individuals and households through Federal support to and coordination with local, state, tribal, territorial, insular area, nongovernmental organization, and private sector organization efforts.

### *Objectives and Considerations*

The overarching Recovery Capability as described in the National Preparedness Goal for health and social services is “the ability to restore and improve health and social services systems to promote the resilience, health (including behavioral health), independence, and well-being of the whole community.” Timely restoration of health and social services is critical to a community’s disaster recovery and requires a unified effort from all stakeholders in the affected area. Stakeholders include government agencies; disability, nonprofit, philanthropic, voluntary, faith-based, and community organizations; for-profit businesses; service providers; and individuals and families accessing services—the whole community. By working together, recovery stakeholders can promote the health and well-being of affected individuals and communities and foster community resilience.

The H&SS core capability is composed of nine key objective areas. These objective areas are categorized to provide structure for the coordination of programs, partners, and resources in recovery planning. These areas include public health, healthcare services, behavioral health, environmental health and safety, food safety and regulated medical products, long-term responder health, social services, disaster case management, and children in disasters.

The descriptions within the objective areas detail the general scope of associated recovery actions or activities. These activities are not intended to represent an exclusive or exhaustive list of potential Federal support, nor are they designed to represent support that will be provided under every disaster circumstance. Rather, these statements reflect—in broad strokes—important considerations within the various objective areas to assist in structuring and organizing recovery planning for partner entities.

### **Core Capability Key Objectives**

#### *Public Health*

- Implementation of strategies to assess and monitor the public health, disease surveillance, and injury prevention of the impacted community in order to identify and mitigate health problems.
- Development and implementation of risk communications and public health messaging for the disaster.
- Training and technical assistance (e.g., instructional staff, curriculum development experts, subject matter experts and professional staff) regarding site-specific hazards related to recovery.

### ***Health Care Services Impacts***

- Assessment of disaster-related structural, functional and operational impacts to health care facilities (e.g., hospitals, clinics, nursing homes, assisted living centers, blood banks, laboratories, dialysis centers, substance abuse treatment facilities, poison control centers, medical and dental offices).
- Identification of healthcare services that can no longer be met with community resources due to the disaster.
- Development of strategies to address interim and long-term health care services while damaged facilities are permanently repaired, replaced, or restored.
- Assessing the health care services of disaster-impacted individuals and the applicability of program flexibilities and waivers that may be strategically leveraged to enhance the capacity to meet health care deficits.

### ***Behavioral Health Impacts***

- Assessment of disaster-related structural, functional, and operational impacts to behavioral health facilities and programs.
- Leveraging of the Crisis Counseling Assistance and Training Program—a state grant program administered by HHS/Substance Abuse and Mental Health Services Administration and funded by FEMA—under ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and Human Services).
- Leveraging existing resources to meet disaster-caused community deficits identified during the response phase, such as increasing surge capabilities of existing behavioral health service systems.
- Engagement with behavioral health partners to assess disaster-caused service deficits, develop strategies including population-based strategies, connect practitioners with resources, and identify best practices that include prevention to address ongoing surveillance and long-term treatment assistance.
- Development and dissemination of consistent messaging and guidance concerning stress management and stress mitigation strategies.

### ***Environmental Health Impacts***

- Surveillance of the environment in an affected community to determine whether post-disaster conditions may cause adverse public health effects.
- Identification and mitigation of public health threats in sheltering, potable water, and wastewater that can cause or exacerbate negative environmental health outcomes.
- Provision of technical assistance (e.g., scientific data and models) and environmental health training.

### ***Food Safety and Regulated Medical Products***

- Technical assistance for regulated biologics, medical devices, drugs, animal feed, and human food establishments to protect public health.
- Technical assistance to support the safety of the Nation’s supply of meat, poultry, and processed egg products.

- Assessment of an impacted community's food supply networks to support food safety.

#### ***Long-Term Health Issues Specific to Responders***

- Identification of responder groups to potentially be included in long-term health (including behavioral health) monitoring and surveillance.
- Establishment of long-term health monitoring and surveillance capacity of disaster responders and, where appropriate, communities.
- Technical assistance to help determine the appropriate duration and content of long-term health monitoring.

#### ***Social Services Impacts***

- Assessment of disaster-related structural, functional, and operational impacts to social services, facilities (e.g., community congregate care, child care centers, Head Start centers, senior centers, homeless shelters), and programs (e.g., domestic violence services, child support enforcement, foster care, family support programs).
- Assessment of survivors within the impacted area, including children; people with disabilities and others with access and functional needs; populations with LEP; racially and ethnically diverse communities; and identification of disaster-related social services deficits that cannot be met with community resources due to the disaster.
- Technical assistance in assessing the social services deficits of disaster-impacted individuals and the applicability of Federal programs' flexibilities and waivers that may be strategically leveraged to enhance the state's capacity to meet those deficits.

#### ***Referral to Social Services/Disaster Case Management***

- Implementation of coordinated system(s) for referral of individuals and families with unmet disaster-related deficits to appropriate social services and maximize existing social services programs to support local and nongovernmental organization efforts to mitigate social disruption and transition individuals and families back to self-sufficiency.
- When requested by the state, tribal, territorial, or insular area government, facilitate or provide immediate delivery or subject matter expertise and grant support of the Federal Disaster Case Management Program—a partnership of HHS/Administration for Children and Families and FEMA—and transition to the impacted state, tribal, territorial, or insular area leadership of disaster case management to address unmet disaster-related recovery deficits.

#### ***Children and Youth in Disasters***

- Support efforts to mitigate disaster-caused environmental health threats in facilities where children congregate (e.g., schools, gymnasiums, child care centers).
- Support children and youth that are displaced as a result of the disaster by facilitating enrollment, transportation to and from educational facilities, and provision of free and reduced meal services.
- Support the disaster-related health and behavioral health deficits of expectant and nursing mothers.
- Support disaster behavioral health deficits of children and youth by providing age-appropriate messaging that parents and guardians can use to discuss their children's post-disaster concerns.

- Support disaster behavioral health deficits of children and youth by providing age-appropriate messaging that educators, pediatricians, and caregivers can use to discuss the post-disaster concerns of children in their care.
- Support efforts to prevent post-disaster related neglect or emotional, psychological, verbal, physical, and/or sexual abuse of children and youth.
- Support post-disaster efforts to prevent trafficking of children and youth that may be unaccompanied as a result of the disaster.
- Support post-disaster efforts to restore services, systems, and networks that support runaway and homeless youth.
- Support coordination of strategies to ensure children and youth with disabilities and/or children and youth with access and functional needs are not experiencing reductions in service and/or access or increased isolation as a result of the disaster.

### **Considerations for Cross-Capability Coordination**

As discussed in the base plan of the FIOP, disaster-affected communities do not recover in isolation. Consequently, it is necessary to highlight the potential intersections, supports or areas of conflict with other core capabilities. Post-disaster opportunities may exist for applying the principles of a “Health in All Policies”<sup>7</sup> approach and incorporating sustainable, resilient principles to the recovery process and community capacity.

The environment—inclusive of the future built environment—has a connection to community health, social service and direct healthcare provision. According to the Institute of Medicine, there are important relationships between traditional post-disaster (e.g., mitigation, debris removal) and steady state (e.g., urban planning) programs in the Operational Coordination, Housing, Natural and Cultural Resources, Infrastructure Systems, and Health and Social Services core capabilities.<sup>8</sup> Opportunities may also exist for collaboration on remediation and sustainable redevelopment through the execution of community health assessments, health impact assessments and environmental impact statements (e.g., Brownfields remediation) in support of enhancing healthy, livable communities. Further, potential may exist to incorporate novel community, urban and housing development resilience with health and/or social service provision for impacted populations.<sup>9</sup>

The healthcare facilities sector also has clear connection to other core capabilities. Focus in this area may include collaboration with stakeholders on mitigation, hazard vulnerability principles, and how these considerations impact or influence design and use of facility space. The Operational Coordination and Infrastructure Systems core capabilities, paired with guidance from the National Mitigation Framework, connect to the aforementioned areas.

Health and social service networks may constitute key community economic drivers. As such, economic analysis expertise and health care delivery systems expertise may be needed for recovery planning support from the Economic core capability.

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<sup>7</sup> Health in All Policies is a collaborative approach to improving the health of all people by incorporating health considerations into decision making across sectors and policy areas. The goal of Health in All Policies is to ensure that all decision makers are informed about the health consequences of various policy options during the policy development process. <http://www.phi.org/resources/?resource=hiapgguide>

<sup>8</sup> Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery—<http://iom.nationalacademies.org/Reports/2015/Post-Disaster.aspx>

<sup>9</sup> NIST Community Resilience Planning Guide, <http://www.nist.gov/el/resilience/index.cfm>



Finally, ongoing communication is also important for health and social services. Public Information and Warning capability could be the development and issuance of consistent public messaging and risk communications concerning post-disaster food handling and preparation guidance. All of these potential opportunities are key to promoting healthy, resilient, and sustainable communities following a disaster.

## **Federal Recovery Challenges**

- Long-term, multifactorial, and disaster-caused issues with recovery implications will require root-cause identification, analysis, strategy, and partnership identification and development. To conduct this analysis, Federal elements will require close coordination and support from the disaster-affected jurisdiction and senior leadership within the health and social service sectors.
- Along the recovery pathway, there will be an ongoing need for the immediate provision of services to address the acute needs of individuals and families in the post-disaster environment. This support will continue to be provided through existing channels until or unless these concerns demonstrate a connection to long-term recovery issues and require enhanced collaboration to address the problem's root cause.
- Some issue areas identified will have barriers or real limitations based upon statutory, regulatory or other conditions. These challenges may necessitate engagement from senior leadership and policy directors; this might not, however, result in a different outcome.
- A key principle in the disaster recovery process is the need to ensure equity and transparency in the implementation of and support from Federal programs and entities. The mere perception of inequitable distribution of support could significantly undermine the implementation of projects and, particularly, any new partnerships sought through the recovery process. Local jurisdictions will identify concerns and choose to address from their own identified priorities. Federal support will strive to apply policies, programs, and rules as equitably and transparently as possible.
- Recovery strategies may require the inclusion or application of various policies or Executive Orders. Such requirements may affect timeline, scope, funding source, and flexibilities afforded during the recovery process.
- Multiple partners at the local, state, and Federal levels have access to data points or systems that will be relevant to the ongoing analysis of the individual and community level recovery process for health and social service networks. The ability to leverage the best available data will better enable targeting of resources to various communities to anticipate or project recovery needs. A key challenge may be identifying which entities have ownership of what data and how best to coordinate these resources to quantify recovery need or areas of focus (e.g., data obtained through post-disaster population needs assessments or surveys, regular health care data feeds [syndromic surveillance]). Accessing data is not the only area requiring additional coordination. Data monitoring, interpretation and epidemiological analysis—particularly for indicators of need for social services—and associated findings may be necessary.
- Identified priority areas may be addressed over time and may be subject to change. Additionally, the particular tactics of implementation as identified within other recovery strategies (e.g., state government or local jurisdictions) may need to adjust accordingly. Similarly, the level and type of engagement of partner entities would need to adjust in order to address the outstanding issues over the recovery process.

## Recovery Targets

Federal agencies comprising the H&SS RSF have developed a set of disaster recovery targets necessary for delivering this core capability. These recovery targets are identified in the National Preparedness Goal and represent the critical steps in the overall recovery planning process.

1. Identify affected populations, groups and key partners in short-term, intermediate, and long-term recovery.
2. Complete an assessment of community health and social service needs, and prioritize these needs, including accessibility requirements, based on the whole community’s input and participation in the recovery planning process, and develop a comprehensive recovery timeline.
3. Restore health care (including behavioral health), public health, and social services functions.
4. Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.

Depending on the type of impacts from the disaster, some elements in each area may be affected. It is important to conduct an assessment to make a complete determination to ensure a comprehensive picture is available to inform decision-making.

## Federal Coordinating Structure

### Overview of H&SS RSF Partners

The NDRF identifies the H&SS RSF Coordinating Agency, along with its Primary Agencies and Supporting Organization members in the table below.

**Table E-1: Members of the H&SS RSF**

Health and Social Services
<p><b>Coordinating Agency:</b> Department of Health and Human Services (HHS)</p> <p><b>Primary Agencies:</b> Corporation for National and Community Service; Department of Agriculture (USDA); Department of Homeland Security (DHS); Department of Housing and Urban Development (HUD); Department of the Interior (DOI); Department of Justice (DOJ); Department of Labor (DOL); Environmental Protection Agency (EPA)</p> <p><b>Supporting Organizations:</b> American Red Cross; Department of Commerce (DOC); Department of Education; Department of Transportation (DOT); Department of the Treasury (TREAS); Department of Veterans Affairs (VA); National Voluntary Organizations Active in Disaster (NVOAD); Small Business Administration (SBA)</p>

As the Coordinating Agency for the H&SS RSF, the Department of Health and Human Services (HHS) will facilitate disaster recovery collaboration between Primary Agencies, Supporting Organizations, local, state, tribal, and territorial jurisdictions, and private and nonprofit sector partners. To facilitate pre-disaster recovery planning and coordination activities, the Department has designated a National H&SS RSF Coordinator within the Office of the Assistant Secretary for Preparedness and Response.

Primary agencies have pre-defined authorities, roles, resources, and/or capabilities to support health and social services recovery after a disaster. H&SS RSF Primary Agencies are those entities that may have specific or direct programs, policies, procedures, or personnel—pre- or post-disaster—with significant impact or influence in shaping, informing or facilitating health and social service

recovery. H&SS RSF Supporting Organizations are those entities that may have programs, policies, procedures or personnel with an indirect or connecting role to supporting the recovery of health or social service networks.

## **RSF Critical Tasks and Activities**

### ***Pre-Disaster Preparedness***

Before a disaster occurs, RSF agencies, organizations, and partners can prepare for recovery by developing strategic priorities to address health and social services recovery issues that may impact the whole community. This includes identifying and developing relationships with key partners, identifying programs and systems that could be leveraged after a disaster, and building an understanding of their resources, capabilities and constraints.

RSF agencies and organizations may also develop recovery plans that address the concurrent nature of response and recovery operations in addition to the transition from recovery to steady state operations. Plans should seek to promote the principles of sustainability, resilience, and mitigation. RSF agencies and organizations can encourage and support local, state, tribal, and territorial recovery planning efforts through participation in trainings, stakeholder workshops, and/or exercises for disaster recovery. As the RSF Coordinating Agency, HHS will engage RSF partners to support pre-disaster recovery planning efforts, identify opportunities to collaborate, and strengthen partnerships to align and formalize recovery efforts.

### ***Post-Disaster Recovery***

The National Response Framework focuses on response actions as well as short-term recovery activities that immediately follow a disaster. The NDRF does not address short-term activities such as lifesaving, life sustaining, property protection, and other measures intended to neutralize immediate threats to life, environment, and property, and stabilize the community. However, these actions may influence recovery activities, necessitating a structure to identify and advise on recovery implications during the early phases of incident management. The NDRF establishes a structure to encourage early integration of recovery considerations into disaster response operations. The core principles and organizational constructs introduced in the NDRF coexist with and build upon the NRF to effectively address recovery issues.

As previously identified, disaster response and recovery operations are interdependent, overlapping, and often conducted concurrently. Depending on the size and magnitude of the disaster, the activities described in the following sections may be initiated or conducted concurrently, across response and recovery phases. For example, an impacted community may begin assessing and identifying individuals with health or social services deficits while response operations are ongoing.

To ensure health and social services deficits are addressed during response and recovery, it is critical that the H&SS RSF coordinate with ESFs to the NRF, primarily ESF #8 (Public Health and Medical Services), ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and Human Services), ESF #3 (Public Works and Engineering), and ESF #11 (Agriculture and Natural Resources). Depending on disaster conditions, coordination may also be necessary with additional ESFs such as ESF #10 (Oil and Hazardous Materials Response) that are conducting response missions with health and social services impacts.

### **Recovery Authority and Funding**

The NDRF is not intended to increase overall Federal agency activity in support of recovery planning during steady state. Federal agencies with NDRF roles, responsibilities, and recovery programs will fund the costs of these activities out of their base budgets and staffing levels, which are subject to

available resources, except for those expenses authorized for reimbursement under the Stafford Act or otherwise provided by law. This may include other mechanisms for reimbursement, supplemental appropriations, and/or increased direct appropriations. Existing Federal programs can be leveraged to support recovery operations only to the extent of the authority and appropriations for those programs. Nothing in the NDRF alters or impedes the ability of local, state, tribal, territorial, or Federal departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives.

### Immediate Tasks

#### ▪ Activation

Although activation of the H&SS RSF is at the request of the FDRC, activation is generally considered when one or more of the following factors apply:

- When the President declares a major disaster under the Stafford Act and Federal assistance is requested by the appropriate state authorities to assist with their health and social services recovery efforts;
- When there is a Public Health Emergency declaration by the Secretary of HHS;
- When there is an activation of ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) and/or ESF #8 (Public Health and Medical Services);
- When a jurisdiction is designated for both FEMA PA and IA; and
- When recovery activities to address health and social services disaster impacts involve more than one H&SS RSF Primary Agency and, consequently require enhanced coordination.

### Intermediate Activities

#### ▪ Identify Impacts

Once activated,<sup>10</sup> the Coordinating Agency will designate or formally appoint a National Recovery Coordinator to serve as the senior-level headquarters coordination lead. In this capacity, the individual will monitor and identify disaster impacts with health and social services recovery implications. The National Coordinator will assign a staff-level Coordinator to engage with ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), ESF #8 (Public Health and Emergency Medical Services), and other partners as necessary to develop an impact analysis. The Coordinator will engage with ESF #3 (Public Works and Engineering) to identify infrastructure impacts with longer-term implications for H&SS and other RSFs that may be activated.

If the H&SS RSF National Coordinator and the FDRC determine that deployment is warranted, the National Coordinator will collaborate with other H&SS RSF agencies and organizations to designate an H&SS RSF Field Coordinator who will execute field operations for the RSF. Depending on the scope and magnitude of the disaster, more than one H&SS RSF Field Coordinator may be designated and coordination across multiple communities may occur. In the case of multiple Field Coordinators for one disaster, an alternative structure may be employed as outlined in the FIOP base document.

Following deployment, the H&SS RSF Field Coordinator will conduct an impact analysis. This information will be used in the development of a MSA. The development of the MSA is

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<sup>10</sup> See FIOP Base Plan for information for more specifics on the data utilized and activation process for RSFs.

supported by the Federal interagency and the FDRC. It will assist the FDRC and the RSFs in the process of identifying which (if any) health and social service mission areas may require enhanced Federal recovery support within impacted jurisdictions. It is important to note that the MSA is only representative of a “snapshot in time” during the disaster recovery cycle and, as such, recovery priorities, decisions, and activities at the individual, organization, and community level will change over time. Finally, information from the MSA is utilized and referenced in the development of the RSS. The RSS outlines the potential programs, policies, and approach that Federal agencies may use in partnership with the jurisdiction to support recovery efforts.

In conjunction with the RSF, the National Coordinator and the FDRC will use the impact analyses and the MSA in concert to determine which H&SS RSF Primary Agencies and Supporting Organizations should be requested to activate or deploy to the field. Should the provision of assistance require deployment, overtime, or enhanced support or assistance, it is the responsibility of the FDRC to identify and secure other reimbursable funding (e.g., IAAs) to enable deployed interagency support.

- **Coordination Linkages and Interdependencies**

If deployed, the H&SS RSF Field Coordinator will work with the appropriate Primary Agencies and Supporting Organizations, the FDRC, SDRC/TDRC, and Local Disaster Recovery Managers to conduct joint assessments in order to identify the community’s health and social service disaster-related recovery issues and priorities.

A key component of the recovery process will be complementing mitigation projects and principles with other initiatives to enhance the disaster resilience of affected communities, individuals, and businesses. Opportunities for this integration through various programs and initiatives should be pursued as available and feasible throughout the recovery process. Doing so will reduce the likelihood of repetitive loss in future disasters and enhance a community’s ability to recover through adaptation of present systems and enhancement of social community networks.

The H&SS RSF Field Coordinator will engage and consult RSF partner agencies and organizations and other RSF Leads throughout the implementation of the RSF’s mission to facilitate participation in decision making. As H&SS RSF-specific missions are implemented, continued and regular RSF engagement and consultation will be used as a mechanism to reassess needs, priorities, available resources, and plans for transition to steady state.

- **Provide Technical Assistance**

Federal H&SS RSF agencies and organizations may have existing authorities, programs, waivers, and technical assistance that can be implemented or provided without deploying personnel to the field. In such cases, the H&SS RSF National Coordinator and the FDRC may determine that deployment of RSF agencies and organizations to the field is not warranted. Instead, RSF partners may be activated in order to provide remote technical assistance and coordination to address health and social services recovery issues.

### Long-Term Activities

- **Transition to Steady State**

The mission is considered complete once long term recovery impact assessments have been analyzed and the requested technical support (on-site or remotely) to assist communities in developing their recovery plans and strategies has been provided and/or is no longer needed. The Federal role in each mission is scalable and adaptable for every incident, consequently the scale

of deployment affects the time needed to return to steady state operations. When a mission is considered complete and H&SS RSF recovery efforts are no longer needed, the H&SS RSF National Coordinator will lead the development of an H&SS RSF-specific after-action report to evaluate the effectiveness of the mission, identify lessons learned, and share best practices. If needed, the H&SS RSF National Coordinator will lead the development of an H&SS RSF corrective action plan to address any outstanding issues identified during the transition from recovery to steady state.

## Roles and Responsibilities

**Table E-2: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> <li>▪ Represents H&amp;SS RSF at the national level.</li> <li>▪ Establishes communication and information sharing forum(s) for H&amp;SS RSF partners.</li> <li>▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure, including to other RSFs.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for HHS programs as applicable under existing authorities.</li> <li>▪ Conducts health and social services assessments with local, state, tribal, and territorial governments, and Federal RSF Primary Agencies.</li> <li>▪ Coordinates with other local, state, tribal, territorial, and Federal partners to assess food, animal, water, and air conditions to ensure safety.</li> <li>▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community.</li> <li>▪ Identifies and coordinates H&amp;SS RSF-specific missions with Primary Agencies and Supporting Organizations.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Develops and implements a plan to transition from Federal health and social services recovery operations back to a steady state.</li> <li>▪ Provides communities and responders with behavioral health resources that help them prepare, respond, and recover from disasters.</li> <li>▪ Evaluates the effectiveness of Federal H&amp;SS RSF efforts.</li> </ul>

Table E-3: RSF Primary Agency Functions

Primary Agency	Functions
Corporation for National and Community Service	<ul style="list-style-type: none"> <li>▪ Represents National Service at the national level.</li> <li>▪ Provides trained members from National Service programs, AmeriCorps and Senior Corps, to support communities' most pressing needs, including disaster recovery.</li> <li>▪ Facilitates and leverages volunteer engagement for disaster recovery by working closely with state service commissions; NVOAD; and other local, state, tribal, territorial, and Federal partners to provide national service members and resources in myriad recovery functions.</li> <li>▪ Engages in the following recovery functions (this is a partial list): case management intake; direct physical labor; volunteer management and leadership; and capacity building for local, state, tribal, territorial, and Federal governments, nonprofit, and faith-based organizations.</li> <li>▪ Provides technical assistance to facilitate sharing of best practices among state Service Commissions, grantees, and communities to address specific regional and local needs during long-term recovery.</li> </ul>
Department of Education	<ul style="list-style-type: none"> <li>▪ Supports the restoration of the learning environment for students and staff in impacted communities as available and appropriate.</li> <li>▪ Supports Federal partners in the coordination of health and social services delivered through impacted schools.</li> <li>▪ Supports local, state, tribal, territorial, and Federal partners in the coordination of enrollment, educational services, and health and social services for students who are homeless or displaced prior to, or as a result of the disaster.</li> <li>▪ Provides incident-specific technical assistance and training to schools and higher education institutions in impacted areas, as available and appropriate.</li> </ul>
Department of Homeland Security/ Immigration and Customs Enforcement (ICE)	<ul style="list-style-type: none"> <li>▪ Enforces over 400 federal laws and regulations governing the movement of goods and people through the international border, including investigating illicit proceeds of crime (i.e. fraud profits), human smuggling and trafficking, intellectual property theft or abuse, contraband, and the movement of arms/weapons.</li> </ul>
Department of Homeland Security/National Protection and Programs Directorate	<ul style="list-style-type: none"> <li>▪ Provides information and technical expertise through the Office of Infrastructure Protection, Sector Outreach and Programs Division, in protective measures, for critical infrastructure and has sector liaisons who coordinate between all 16 critical infrastructure sectors and the private sector.</li> </ul>

Primary Agency	Functions
<p>Department of Homeland Security/Office for Civil Rights and Civil Liberties</p>	<ul style="list-style-type: none"> <li>▪ Communicates with relevant stakeholder networks, to include individuals with disabilities and others with access and functional needs; diverse ethnic and racial communities; and LEP populations, to share accurate information and to obtain public perspective.</li> <li>▪ Coordinates with relevant Department of Homeland Security components and Federal interagency and nongovernmental organization partners as needed to identify resources to ensure equal access to physical/ architectural, programmatic, and communications aspects of the recovery process for all populations within the impacted community.</li> <li>▪ Participates in the impact assessment protocol to obtain information regarding impacts to protected populations (individuals who are statutorily protected on the basis of race, color, national origin, age, disability, religion, sex, and other characteristics) and to provide civil rights guidance to ensure recovery activities address these impacts in an equitable manner.</li> <li>▪ Provides guidance and resources to assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination on account of race, color, national origin (including LEP), religion, sex, age, disability, or other characteristics.</li> <li>▪ Monitors recovery activities to ensure equal opportunity and civil rights laws are upheld.</li> <li>▪ Monitors complaints received to identify trends and respond accordingly.</li> </ul>
<p>Department of Homeland Security/Science and Technology Directorate</p>	<ul style="list-style-type: none"> <li>▪ DHS's Science and Technology Directorate (S&amp;T) laboratories provide research and development and subject matter expertise reachback capabilities on a 24/7 basis to meet the requirements in Homeland Security Presidential Directive 10 and 22 (Classified). S&amp;T's laboratories are focused on the following mission areas based upon S&amp;T's line of business: <ul style="list-style-type: none"> <li>▪ Bioforensics and threat characterization (National Biodefense Analysis and Countermeasures Center [NBACC]).</li> <li>▪ Accurate and rapid detection of explosives at transportation hubs (Transportation Security Laboratory [TSL]).</li> <li>▪ Objective test and evaluation of tools critical to first responders (National Urban Security Technology Laboratory [NUSTL]).</li> <li>▪ Timely knowledge products essential for expert planning and response to chemical threats (Chemical Security Analysis Center [CSAC]).</li> </ul> </li> <li>▪ Diagnostics and vaccines vital to protecting our nation's livestock industry from foreign animal diseases (Plum Island Animal Disease Center [PIADC]).</li> </ul>
<p>Department of Homeland Security/Office of Disability Integration and Coordination</p>	<ul style="list-style-type: none"> <li>▪ Communicates with relevant stakeholder networks, to include individuals with disabilities and others with access and functional needs; diverse ethnic and racial communities; and LEP populations, to share accurate information and to obtain public perspective.</li> <li>▪ Participates in the impact assessment protocol to obtain information regarding impacts individuals who are statutorily protected on the basis of access and functional needs disability and to provide civil guidance to ensure recovery activities address these impacts in an equitable manner.</li> <li>▪ Monitors complaints received to identify trends and respond accordingly.</li> </ul>



Primary Agency	Functions
<p>Department of Housing and Urban Development</p>	<ul style="list-style-type: none"> <li>▪ Provides content, standards, and best practices to efforts regarding housing related health hazards such as lead, mold, asbestos, safety and radon, for recovery and rebuild materials and intervention activities as well as training for responders.</li> <li>▪ Provide technical assistance to support recovery planning and post disaster activities for grantees, local and regional partners and contractors.</li> <li>▪ Provide technical assistance regarding lead and healthy homes grant program eligibility as applicable under existing authorities.</li> <li>▪ Coordinate with grantees to serve as an access point for message delivery regarding disaster recovery and extreme weather preparation, recovery and rebuild as well as provide available HUD resources.</li> <li>▪ Coordinate and contribute “joint assessment” items to include assessment of housing stock needed, used and historical.</li> <li>▪ Assist in shared data collection in the impacted communities that will allow an applied perspective by HUD as a contributor to the assessment tool and ensure all relevant data to measure the need and outcomes of services to be provided.</li> <li>▪ Engage in review of collected assessment data by event and utilize the shared data as tool to direct future services, programs and activities.</li> <li>▪ Collaborate with the FDRC to ensure all available resources are being made available and utilized by the disaster survivors and volunteer responders as applicable.</li> <li>▪ Manages grant programs providing safe and healthy homes for at-risk families and children by promoting and funding housing repairs to address conditions that threaten the health of residents, support key research, and enforce laws that protect occupant health.</li> <li>▪ Assists states and local governments in remedying unsafe housing conditions and addressing the acute shortage of decent and safe dwellings for low-income families.</li> </ul>
<p>Department of the Interior</p>	<ul style="list-style-type: none"> <li>▪ Implements welfare programs for tribes under Title 25 Code of Federal Regulations Part 20, including the administration of the “Emergency Assistance” fund, which is limited in scope and provides essential needs assistance directly to individuals who suffer from fire, flood, or other destruction of their home or personal possessions that are not covered by a primary resource.</li> <li>▪ Provides technical assistance, guidance and direction on Bureau of Indian Affairs welfare assistance program policies, implementation and interpretation through social service workers within the Bureau of Indian Affairs.</li> </ul>

Primary Agency	Functions
Department of Justice	<ul style="list-style-type: none"> <li>▪ Coordinates as needed with tribal governments and tribal courts.</li> <li>▪ Coordinates via the U.S. Attorney with the Attorney General and with the district's other Department of Justice law enforcement agencies to ensure a comprehensive response.</li> <li>▪ Enforces the criminal laws of the United States and conducts affirmative and defensive civil litigation.</li> <li>▪ Coordinates anti-fraud enforcement efforts and serves as a clearinghouse for disaster fraud matters through the National Disaster Fraud Command Center.</li> <li>▪ Monitors recovery activities to ensure compliance with equal opportunity and civil rights laws.</li> <li>▪ Enforces by prosecution and civil litigation, promulgates regulations, and provides guidance on compliance with Federal civil rights laws, including the Americans with Disabilities Act, Section 504 of the Rehabilitation Act and the Civil Rights Act of 1964.</li> <li>▪ Receives complaints of, investigates, and prosecutes violations of Federal criminal civil rights statutes.</li> <li>▪ Provide confidence in public safety by the enforcement of Federal law.</li> </ul>
Department of Labor	<ul style="list-style-type: none"> <li>▪ Coordinates assistance programs to help individuals, households, and businesses meet basic needs and return to self-sufficiency.</li> <li>▪ Provides funding to support immediate need for worker training, particularly health care workers.</li> <li>▪ Provides technical assistance and support to protect the health and safety of recovery workers.</li> <li>▪ Establishes communications infrastructure that could be used to communicate with employers nationwide. (Note: The Department of Labor performs this function as part of the Economic RSF.)</li> <li>▪ Provides expertise in economic assessment of emergency impacts and special economic impact analysis. (Note: The Department of Labor performs this function as part of the Economic RSF.)</li> </ul>
Environmental Protection Agency	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to support recovery planning of public health, health care, and social services infrastructure.</li> <li>▪ Provides technical assistance for long-term cleanup to minimize public health threats, including environmental sampling and monitoring, site assessment, decontamination, and disposal.</li> </ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides technical assistance and guidance on Hazard Mitigation Grant Program eligibility.</li> <li>▪ Provides technical assistance and guidance on the reimbursement eligibility of disaster-related medical, dental, funeral, and burial costs.</li> <li>▪ Provides technical assistance and guidance on PA Grant Program eligibility.</li> <li>▪ Provides technical assistance, coordination, and grant funding of Federal Disaster Case Management Program.</li> <li>▪ Provides grant funding in crisis counseling.</li> </ul>

Table E-4: RSF Supporting Organization Functions

Supporting Organization	Functions
American Red Cross	<ul style="list-style-type: none"> <li>▪ Provides case management assistance with unmet needs and health and mental health services, as local resources are available.</li> <li>▪ Supports community recovery by providing health education, preventative measures (e.g., vaccinations), or assisting public health with long-term health monitoring, as local resources are available.</li> <li>▪ Provides mental health recovery and resilience information, tools, and resources to school personnel, community members, mental health providers, community service providers, and other key stakeholders.</li> <li>▪ Provides psychological first aid and resilience training to community members, as needed.</li> <li>▪ Provides information to the public on the adequacy of the blood supply to meet current needs or request public support in scheduling blood donations to support post-disaster requirements.</li> <li>▪ Provides information, in coordination with the AABB Task Force, to the public on the adequacy of the blood supply to meet current needs or requests public support in scheduling blood donations to support post-disaster requirements.</li> </ul>
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical and financial assistance regarding health and social services and USDA-related program eligibility (childcare centers, hospitals, nursing homes) application processes and project requirements.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Provides economic and physical assessment of disaster impacts on USDA financed health related infrastructure programs.</li> <li>▪ Provides technical advice on health impacts associated with animal/zoonotic disease or plant pest infestation, carcass disposal, and disease management to safeguard public health.</li> <li>▪ Safeguards health of human, animal, and environment (including agriculture); for premises or areas under USDA regulatory control in the affected region, helps evaluate the extent of exposure to susceptible species (plant or animal) from the loss of a premises' or area's biosecurity and ensures that the premises or area reestablishes their biosecure status as soon as possible.</li> </ul>
Department of Transportation	<ul style="list-style-type: none"> <li>▪ Provides technical assistance in long-term recovery planning and engineering of transportation infrastructure systems, including para-transportation systems, necessary to support health care and social services facilities.</li> </ul>
Department of the Treasury	<ul style="list-style-type: none"> <li>▪ Supports RSF national- and field-level operations with subject matter expertise, as appropriate.</li> <li>▪ Supports the RSF in the areas of financial literacy and tax-related assistance through education, outreach, and tax return preparation assistance.</li> </ul>

Supporting Organization	Functions
Department of Veterans Affairs	<ul style="list-style-type: none"> <li>▪ Provides priority services to veterans, when requested, subject to the availability of resources and funding, and consistent with the Department of Veterans Affairs (VA) mission.</li> <li>▪ Coordinates with participating National Disaster Medical System (NDMS) hospitals to provide incident-related medical care to authorized NDMS beneficiaries affected by a major disaster or emergency.</li> <li>▪ Furnishes available VA hospital care and medical services to individuals responding to, involved in, or otherwise affected by a major disaster or emergency, including members of the Armed Forces on active duty.</li> <li>▪ Designates and deploys available medical, surgical, mental health, and other health service support assets.</li> <li>▪ Provides a Medical Emergency Radiological Response Team for technical consultation on the medical management of injuries and illnesses due to exposure to or contamination by ionizing radiation.</li> <li>▪ Alerts VA Federal Coordinating Centers to activate NDMS patient reception plans in a phased, regional approach, and, when appropriate, in a national approach.</li> <li>▪ Buries and memorializes eligible veterans and advises on methods for interment during national or homeland security emergencies.</li> </ul>
National Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>▪ Facilitates communication, cooperation, coordination, and collaboration between NVOAD members and partners and throughout communities to better prepare for and respond to disasters and other emergency incidents.</li> <li>▪ Assists in communicating to the government and the public the services provided by its member organizations.</li> <li>▪ Facilitates information sharing during planning, preparedness, response, recovery, and after a disaster incident.</li> <li>▪ Provides NVOAD members with information pertaining to the severity of the disaster, needs identified and actions of volunteers and others throughout the response, relief, and recovery process.</li> <li>▪ Provides guidance on standards, guidelines, or best practices for survivor mass care, case management, emotional and spiritual care, housing, rebuild and repair, long-term recovery, and the management of unaffiliated volunteers and unsolicited donated goods.</li> </ul>
Small Business Administration	<ul style="list-style-type: none"> <li>▪ Provides loans for property damages to non-farm business of all sizes and private nonprofit organizations and Economic Injury Disaster Loans to eligible small businesses and private nonprofits.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides counseling and other technical assistance to small businesses.</li> <li>▪ Promotes small business access to capital through loans, investments, etc., aimed at sustaining businesses applications.</li> <li>▪ Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate.</li> </ul>

## ***Resources***

For available resources, please visit <http://www.phe.gov/about/oem/recovery/Pages/resources.aspx>.

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## Annex F: Housing

### *Purpose*

This annex describes the delivery of the Housing core capability for the Recovery mission area. The Housing core capability implements housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Recovery core capabilities are primarily, but not exclusively, delivered by the Federal Government through the RSFs.

The Housing RSF establishes a focal point for coordinating Federal housing and community development recovery operations in support of locally led recovery efforts. This annex provides the coordinating agency, primary agencies, supporting agencies, and non-Federal partners with the following:

- Overall understanding of the Housing RSF mission and objectives, as well as key challenges;
- Overview of critical tasks, including core capabilities and pre- and post-disaster activities;
- Description of partner roles and capabilities;
- Understanding of the coordinating structure for the Housing RSF; and
- Overview of long-term housing recovery resources, including tool kits and reference materials.

### *Objectives and Considerations*

#### **Mission**

As defined in the NDRF, the mission of the Housing RSF is to address pre- and post-disaster housing issues and coordinate the delivery of Federal resources and activities to assist local, state, tribal, territorial, and insular area governments as they rehabilitate and reconstruct destroyed and damaged housing, when feasible, and develop new accessible, permanent housing options.

#### **Scope**

Permanent housing for disaster survivors relies on the successful intersection of individual and community choices and financial ability. One of the key goals of disaster housing is to move disaster survivors into permanent housing as quickly as possible. Many individuals and households may be able to return and live in their homes following a disaster, even while repairs are underway.

However, when a disaster event severely damages the housing of a community, attaining permanent housing in a timely manner becomes an immense challenge. It requires making difficult choices and, ultimately, requires the alignment of the goals of individuals and the local government, as well as the availability of financial resources through both public- and private sector sources.

#### **Key Challenges**

Many factors affect the process of attaining permanent housing. These factors represent an intricate matrix of individual and community decisions along with availability of personal, private sector, and public resources. Community practices to rehabilitate or rebuild permanent housing focus on four distinct groups: homeless individuals and families, renters, homeowners, and landlords. A number of factors or obstacles may affect the ability of these groups to retain, obtain, or create permanent housing and challenge recovery efforts.

### ***Financing Availability and Affordability***

- The financial ability to secure and/or repair or rebuild permanent housing presents a baseline challenge. For renters, this includes the ability to find and afford post-disaster rental housing. For homeowners and landlords, this includes whether they had adequate insurance and/or the ability to finance the cost of repairs or rebuilding.
- The financial ability to secure and/or repair, rebuild, or newly construct homeless shelters or other continuum of care housing for the homeless creates additional challenges.
- The availability of construction loans and permanent financing will impact all but those projects that are owner-financed.

### ***Insurance Availability and Affordability***

- The ability to obtain and afford adequate hazard and flood insurance in the future will impact the availability of financing. Lenders will not lend in the absence of adequate insurance coverage.
- Property owners who rehabilitate or rebuild without lender financing who choose not to carry insurance or adequate insurance may compound their future housing and financial risk from future disasters.
- The speed of adopting updated Flood Insurance Rate Maps that better reflect post-disaster risks can impact whether rebuilding occurs in high risk areas. It can also affect insurance premiums.

### ***Local Decisions and Capacity***

- The availability and cost of labor and building materials, as well as local housing permitting and inspection staffs, can halt, stall, or speed up recovery. Remoteness of a location may exacerbate both cost and availability.
- Contractor fraud and fraud by assistance recipients (e.g., property owners and renters) may affect the pace and viability of recovery. Local, state, and Federal officials should work to deter and prosecute such illegal activities.
- The timeliness and effect of local land use decisions and ordinances, EHP laws, building and housing codes, and permitting processes, affect where, how, and whether homes can be rebuilt.
  - Jurisdictions with outdated codes and ordinances will need to update them or perhaps suffer the results of not doing so.
  - Likewise, jurisdictions with inadequately staffed inspection services will need to devise alternative delivery systems, such as mutual aid, to meet demand and not slow recovery.
  - Status quo land use patterns in high-risk areas may need to be weighed against more resilient approaches that mitigate future damage and cost while providing affordable housing opportunities for residents.
- Decisions by neighboring property owners to rebuild or abandon damaged structures—a large number of owners deciding not to rebuild can create substantial problems for the neighbors that do rebuild and reduce the viability of the neighborhood. This includes financial impacts on the communities as tax revenues would decrease and infrastructure costs would increase. Also, in more sparsely populated or “Swiss cheese” neighborhoods unit costs of service delivery (e.g., trash removal) will increase and retail market viability (e.g., for grocers, pharmacies, gas stations) may decrease.



## Objectives

The Housing RSF supports the development of local, state, tribal, territorial, and insular area long-term housing recovery strategies in the areas described below.

### *Identify Strategies to Strengthen the Housing Market*

The state of the housing market plays a big role in shaping our well-being as individuals, the stability of our neighborhoods, and the strength of our National economy. It also plays a critical role in determining the resilience of communities to rebound from disasters and attract new capital investments. Communities that face declining property values, lost equity, increased foreclosures, and sharp blows to the financial system will face extraordinary challenges in rebuilding housing compared to those with strong housing markets. The strength of the local housing market is central to long-term disaster recovery. Without adequate housing resources,<sup>11</sup> efforts to reconstitute the community will falter and local economic recovery may stall. Even in areas where some housing stock survives, efforts to combat housing foreclosures can be critical to help stabilize the community. The development of replacement housing for returning families and the stabilization of weak housing markets to limit foreclosures will ensure that communities have the foundation needed to speed recovery, reducing the likelihood of blight and decline that can follow disasters. Community choices on how and where to rebuild can also revitalize and strengthen the housing market and improve long-term community growth.

### *Meet the Need for Quality Affordable Rental Homes*

Many communities have substantial gaps in affordable rental homes long before disasters strike. Renters in America face serious difficulty finding affordable housing in a broad range of communities because of the dual problems of a shortage of units in some areas and a lack of income to afford units in the existing market. Communities work through existing plans and programs to address these gaps and provide adequate housing to meet the needs of their residents. This is especially critical for communities located in regions that experience frequent occurrences of disaster activity that result in repetitive loss of housing stock. Lack of affordable housing in the impacted and nearby areas means that even minor damages to housing stock can result in significant housing gaps. This issue becomes even more critical following a disaster, where pre-existing gaps are exacerbated and communities can face severe shortages, particularly when property owners are competing with displaced long-term renters for available rental housing.

### *Utilize Housing as a Platform for Improving Quality of Life*

Recovery planners must understand what housing means as a fundamental human need and in terms of quality of life for individuals and families. Housing is not just a physical structure, it connects communities to the way they live their lives and can provide access to quality schools, jobs, health care, places of worship, social services, and other facets of our communities. Planning for and recovering from disasters includes an opportunity to rethink how housing can meet the diverse needs of the community. Long before disasters strike, families may face challenges that affect their ability to obtain housing, such as housing costs, weak employment histories, poor health, substance abuse, and criminal records. People with access or functional needs, including those who are homeless, people with HIV/AIDS, people returning from prisons, returning veterans, the elderly, persons with LEP; individuals with disabilities and others with functional needs; and people with animals, including household pets and service and assistance animals, can all experience significant barriers to

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<sup>11</sup> Housing resources include, but are not limited to, available funding for repairs or reconstruction, and available land for development, contractors and trades capable of reconstructing homes, availability of building materials, and the availability of housing for short or long term rental, all at affordable prices.

both obtaining and maintaining housing. For some, financial assistance alone is sufficient to ensure access to housing, while others require housing with supportive services to assist with activities of daily living or long-term self-sufficiency.

Planning for long-term disaster recovery must include those with access or functional needs and people with animals, including household pets, service and assistance animals. Before disaster strikes, it is critical to engage stakeholders and advocates in the planning process to ensure that planning addresses the whole community and includes the necessary supportive services that can make housing options viable for those with access or functional needs. Following a disaster, communities have an opportunity to rethink how to rehabilitate or redevelop housing in a manner that addresses the diversity of the community and related supportive services. This may mean exploring mixed income housing, examining how to better integrate social services or wrap-around services, or exploring options to provide permanent housing for people who are homeless. Planning for people with animals includes access to pet-friendly housing options, payment of reasonable pet fees, and provision of animal day care services, when appropriate. While disaster recovery may bring complex choices and difficult trade-off decisions, post-disaster choices on long-term housing redevelopment can also serve as a unique opportunity to strengthen our communities and improve quality of life.

### ***Build Inclusive and Sustainable Communities***

Housing and related community development efforts in disaster recovery must address a complex network of individual, social, economic, and environmental factors. These efforts should be undertaken in a way that promotes more diverse, inclusive communities and improves the sustainability of neighborhoods, communities, and regions. Many of the neighborhoods most impacted by the housing and economic effects of a disaster are racially isolated and among the least sustainable. These neighborhoods tend to have limited access to economic opportunity, the longest commuting times to jobs, the most homes that pose health risks, and the poorest quality schools. Capacity building efforts should focus on tools, training, and technical assistance necessary for local, state, tribal, territorial, and insular area governments to overcome the underlying challenges and implement permanent housing options consistent with the community's needs. In rebuilding housing, recovery efforts should promote the development of sustainable and accessible mixed-income communities with a range of affordable housing options that maximize return of displaced households, regardless of income or functional needs. These strategies should include post-disaster links to employment, services, and transportation, which are critical to the sustainability and inclusiveness of communities.

### ***Integrate Disaster Mitigation Measures into Community Design and Development to Improve Disaster Resilience***

Many communities are already taking actions that can help improve housing resilience, including developing hazard mitigation plans. The Disaster Mitigation Act of 2000 required states and localities to develop mitigation plans to help reduce or eliminate risk to existing buildings and infrastructure using techniques such as retrofitting to strengthen the structural components of buildings, elevating buildings above predicted flood levels, and expanding the capacity of culverts and storm water facilities. Mitigation activities can also reduce risk to future development through administrative and regulatory tools such as building codes, zoning, and planning mechanisms that influence the location, timing, and methodology and technology of new construction, rebuilding, and rehabilitation.

Some communities also have started to look at housing resilience as part of ongoing community planning activities. All rehabilitation, reconstruction, and new construction should be designed to incorporate principles of sustainability, including water and energy efficiency, resilience and

mitigating the impact of future disasters. However, one of the greatest challenges is to incorporate the tools, resources, and specific actions that can make communities more resilient. Resilience plans should encourage construction methods that emphasize high quality, durability, energy efficiency, a healthy indoor environment, sustainability, and water or mold resistance, including how it will support adoption and enforcement of modern building codes and mitigation of hazard risk, including possible sea level rise, storm surge, and flooding, where appropriate.

In the aftermath of a disaster, the affected community should also consider the risks of future disaster events when making reconstruction land use decisions. Greater emphasis on land use planning would likely improve the resilience of many communities. In the immediate aftermath of a disaster, there may be local community support for land use changes that preclude reconstruction in particularly risky areas. The ability of the community to change their land use is greatly reduced once reconstruction begins, so communities should plan ahead or act quickly in order to incorporate land use changes in reconstruction plans.

## **Considerations**

- There is no “one size fits all” strategy for facilitating a disaster survivors’ return to permanent housing.

The size, location, and type of disaster play a very large role in defining the approach to permanent housing. This section presents the key principles learned from past efforts to rehabilitate and rebuild permanent housing. Permanent housing begins with individual and community decisions on where and how to rebuild, which is a challenging task that often puts individual sense of place and property ownership against the need for safety and long-term community viability. Ultimately, permanent housing should be better built (more disaster resistant; more energy-efficient; more accessible for those with disabilities and others with access and functional needs; and healthier), more safely located, and more adequately insured than the housing it replaces.

- Rebuilding usually takes more time than people would like. Individuals need to prepare for this eventuality.

Homes that are structurally unsafe to inhabit following a disaster, for example, often require more than two years to repair or to replace. In the best of situations, the process of obtaining insurance claims payments or alternative financing, redesigning or specifying the repairs to be made, obtaining local building permits, soliciting and hiring a contractor, and the time for the contractor to schedule and do the work can take a year or much longer, depending on the scope of the disaster. A catastrophic disaster can double or triple this timeline. Many factors can slow the pace of permanent housing recovery. These include community decisions about where and how to rebuild, whether some areas should be rebuilt at all, the need for property owners to obtain “gap” financing to afford the necessary repairs, and the potentially scattered location of the owners. In the event of a catastrophic disaster, a shortage of housing for construction workers in combination with a high demand for labor complicates the problem. (See the “Key Challenges” section above.)

Local, state, and Federal, elected officials, local and state government staff, and case managers need to work closely with stakeholders, community-based organizations, and the media to explain the realities of this long recovery process to the public to establish and maintain reasonable expectations about how long it takes to achieve permanent housing solutions when housing is destroyed.

- Individual and community preparedness before a disaster strikes is essential to post-disaster housing recovery.

Permanent housing recovery rests on the decisions and actions of property owners both before and after a disaster. Long before a disaster, homeowners, and landlords have already made substantive decisions that will affect the ability and speed of their recovery based on the hazard, flood, or earthquake insurance they have purchased. Inadequate insurance pre-disaster will inevitably lead to a much longer timeline for rebuilding permanent housing. In many areas, residents may have trouble rebuilding within the funding available to them, may find themselves the victim of fraud or poor construction, or may be forced to use the rebuilding resources for day-to-day expenditures.

Communities can speed up disaster recovery if they have a solid plan to respond to the range of potential disasters that could occur in their area. Such a plan reflects an assessment of risk, including the threat, vulnerability, and consequence of disasters that could occur. For example, if communities or neighborhoods are located in known danger areas, such as floodplains along hurricane-vulnerable coastlines, or near earthquake fault lines, they not only should have plans for evacuating households and meeting short-term sheltering needs, but they should consider developing plans that spell out relocation or rebuilding strategies in the event of a disaster. These discussions should be integrated into existing community planning processes. In this way, the community can make quicker decisions after a disaster on how and where to rebuild, which tie directly to the decision process for individuals. In addition, all levels of government should consider the consequences of rebuilding in certain areas and should explore the benefits of establishing guidelines for when government resources should not be used for rebuilding and when those resources should support relocation. For example, should government resources be used in repetitive loss areas? Should government change the uses permitted in such areas? Also, chemical and other hazards may make the area—or certain portions of a community—uninhabitable for extended periods of time. In other cases, the area may be safe but public perceptions about potential unknown long-term health or safety factors may make rebuilding unlikely.

- Repaired or replacement housing should be more resilient than the housing it replaces and be adequately insured.

There are more than 132 million<sup>12</sup> homes in the United States. To protect these valuable investments, all levels of government should encourage property owners to adopt mitigation measures to make existing homes more disaster resilient. A key step is to encourage individuals to implement simple measures. For example, research shows that retrofits, such as installing hurricane shutters, securing roof sheathing to trusses, or strengthening exterior doors can significantly protect homes from hurricane damage.

Communities can also take actions to mitigate the effects of future disaster losses by establishing appropriate building standards. States and communities in earthquake prone areas that adopt the latest seismic provisions of a model building code (e.g., the International Code Council code) provide a first line of defense for structures in their jurisdictions. California, Oregon, and Washington have mandatory statewide building codes and have adopted seismic standards that

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<sup>12</sup> <http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

exceed the ICC model code. South Carolina also has adopted the 2006 ICC code, including seismic provisions, but has not exceeded them. (Charleston lies in a seismic risk area.)<sup>13</sup>

To receive flood insurance, the National Flood Insurance Program requires that homes experiencing more than 50-percent damage due to a disaster and new homes built in a 100-year floodplain be elevated above locally adopted base flood elevations. Many local governments have adopted building codes to ensure that new housing units are built to a standard that reflects the risks. Miami-Dade County in Florida, for example, has one of the strongest building codes to protect against hurricane damage. Because of the extended lifespan of most housing, communities must establish and update strong building codes well before a disaster occurs.

Local governments in high-risk areas should also implement local building codes requiring home hardening as part of home renovations or maintenance. The extra expense of building homes to be more hazard resistant may be offset by lower insurance premiums. Adequate insurance to cover the risks associated with a specific location, including riders for flood or earthquake coverage, are essential for expediting permanent housing recovery. In those areas determined by insurance actuaries to be especially high risk, insurance premiums are often quite high. Property owners also need to determine the levels of risk and potential cost they are willing to accept with or without adequate insurance and the potential for short-term or extended relocation. Because insurance is the first and preferred resource for permanent recovery, all partners (local, state, tribal, territorial, insular area, and Federal governments) should encourage all residents to carry appropriate levels of insurance for the risk they face. Renters should also carry insurance that will reduce the threats to their personal property.

- Some interim housing options can become permanent housing.

While interim housing is strictly intended to provide temporary shelter for those displaced by a disaster, some households may not need to move from their interim housing solution to achieve permanent housing. For example, under some circumstances, selling a manufactured or modular temporary home to a homeowner with the unit on their property or in a manufactured housing community can serve as a permanent housing solution.

- Catastrophic incidents require substantial coordination and resources to achieve permanent housing for the various types of populations.

A catastrophic incident that affects a majority of the households in a large area limits the ability and resources within that community or region to rebuild. For a catastrophic disaster, the place, size, and type of disaster can significantly impact how long it takes for a community to decide where and how to rebuild and to give its residents rebuilding guidance. This fosters individual indecision on whether to rebuild or leave. Those choosing to stay and rebuild may find it difficult to procure local resources to do the rebuilding and, therefore, initially may rely on manufactured, modular, and panelized housing solutions. The state and Federal governments can assist and play larger roles to support community rebuilding when a catastrophic disaster significantly affects a large number of households or a high proportion of households in a county or state.

In providing housing alternatives for the homeless populations, substantial coordination and resources are required and are paramount in providing both temporary and permanent housing solutions. Many of these individuals and families were unhoused prior to an incident or were in shelters that provided an array of social services and now must be housed and provided an array

<sup>13</sup> Insurance Institute for Business & Home Safety. (2012) *Importance of Strong Building Codes in Earthquake-Prone States*. Retrieved from Building Codes: Insurance Institute for Business & Home Safety: <https://disastersafety.org/>

of services. Communities must determine whether to rebuild the shelters and also how best to provide temporary housing to the homeless with the anticipation that the ultimate goal would be to find them permanent housing alternatives.

- Identifying clusters of permanent housing opportunities can speed and enhance recovery.

Identifying clusters of less-damaged properties or areas to more easily and more quickly rebuild or build permanent housing can create a nucleus and catalyst for more permanent housing—a positive snowballing effect. This is especially critical when it is hard for property owners to decide whether or not to reinvest because they do not know if their neighbors will reinvest or whether there will be adequate community services or social support services. Building out from an area of strength, especially in areas that are relatively “safer” from a repeat incident, can stimulate permanent housing recovery. This also can help the local community focus investment in the public utilities infrastructure.

## ***Recovery Targets***

Federal agencies prepared to deliver Housing core capabilities for the Recovery mission area developed recovery specific target statements with the input of primary and supporting agencies and organizations. Target statements are key outcomes expected from applying a core capability during recovery operations. The target statements below supplement those outlined in the National Preparedness Goal.

The readiness assessment targets enumerated below relate to the Housing core capability: implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

1. Assess preliminary housing impacts and needs, identify available options for temporary housing to include leasing options, and plan for permanent housing.
2. Facilitate the sharing, aggregation, and integration of housing data and recovery information across local, state, tribal, territorial and Federal governments, organizations, and other stakeholders and partners to support recovery decision making.
3. Build local, regional, and state capacity to manage the short-, intermediate, and long-term consequences of an incident by providing data and analysis, and technical and financial assistance, such as grants, loans, loan guarantees, subsidies, vouchers, and identification and use of available housing (government-owned and other properties), when available.
4. Provide integrated technical and Federal program assistance to ensure that housing resilience principles are integrated in locally driven recovery efforts.
5. Facilitate understanding of how Federal programs and resources support post-disaster housing, community development, and resilience-related recovery needs.

## ***Federal Coordinating Structure***

### **Overview of Partners**

The NDRF identifies the Housing RSF Coordinating Agency, along with the Primary and supporting organizations (supporting agencies and non-Federal partners), which are listed in the following table.

**Table F-1: Members of the Housing RSF**

Housing
<p>The Housing RSF coordinates and facilitates the delivery of Federal resources to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Housing is a critical and often challenging component of disaster recovery, but must be adequate, affordable, and accessible to make a difference for the whole community. Housing can be affected by, and can affect, each of the other core capability areas.</p>
<p><b>Coordinating Agency:</b> Department of Housing and Urban Development (HUD)</p> <p><b>Primary Agencies:</b> Department of Agriculture (USDA); Department of Justice (DOJ); HUD; Federal Emergency Management Agency (FEMA)</p> <p><b>Supporting Organizations:</b> American Red Cross; Corporation for National and Community Service; Department of Commerce (DOC); Department of Energy (DOE); Department of Health and Human Services (HHS); Department of Veterans Affairs (VA); Environmental Protection Agency (EPA); General Services Administration (GSA); National Voluntary Organizations Active in Disaster (NVOAD); Small Business Administration (SBA); U.S. Access Board</p>

Under the leadership and direction of the FDRC, and in coordination with state counterparts, the Housing RSF works closely with and coordinates the efforts of participating Federal, non-Federal, nongovernmental, private sector, and other organizations to support communities, states, tribes, territories, and insular area recovery efforts. These partners fulfill various roles and provide a range of support (see the Roles and Capabilities section for specific roles).

***Coordinating Agency***

As the Coordinating Agency for the Housing RSF, HUD will facilitate communication and collaboration across partner agencies with local, state, tribal, territorial, and insular area partners. HUD’s Office of Disaster Management and National Security serves as the National Coordinator for the Housing RSF and will coordinate efforts to implement the mission. The National Coordinator will further designate a Field Coordinator responsible for ensuring that the Housing RSF mission is implemented in the field.

***Primary Agencies***

Primary agencies for the Housing RSF are DHS/FEMA, USDA, the Department of Justice, and HUD. Primary Agencies are designated based on relevant authorities, roles, resources, or capabilities related to planning, preparedness, mitigation, or recovery support. As Primary Agencies, they are responsible for identifying and coordinating Federal programs and capabilities to support housing recovery within an affected state or jurisdiction. This includes participating in or coordinating interagency assessments or support teams as needed and providing technical assistance and information required to help communities identify housing recovery needs and establish priorities.

***Supporting Agencies***

Supporting Federal agencies have specific capabilities or resources that assist the Primary Agencies in executing the Housing mission. Agencies identify both disaster-related and regular programs with the responsibility or technical capability to support local or state efforts to the Housing RSF Mission. These agencies provide assistance consistent with their authorities when requested by the Housing RSF National Coordinator.

### ***Non-Federal Partners***

Non-Federal partners include other governmental partners (local, state, tribal, territorial, insular area), nongovernmental organizations, and private sector entities that work on housing and community development issues. Non-Federal entities are critical partners for this RSF and include sector-specific associations and organizations with missions associated with the Housing RSF. These may include, but are not limited to, community-based organizations, voluntary organizations, and nongovernmental organizations that provide technical assistance or financial support to local, state, tribal, territorial, and insular area communities to support planning process, capacity building, city or county management, and planning for and development of permanent housing. Nongovernmental organizations and private sector partners bring a wealth of perspectives and resources to support community recovery, and they can assist the Housing RSF with pre- and post-disaster identification of resources and the development of recovery tools. Private sector partners may include owners, agents, sponsors, and mortgagees of rental properties and mortgagees and mortgagors of single-family homes.

## **Delivery of Core Recovery Capability**

### ***Capability and Outcomes***

The core recovery capability for Housing is the ability to implement long-term, permanent housing solutions that effectively support the needs of the community and contribute to its sustainability and resilience. Departments and agencies with expertise in long-term housing solutions work through this RSF and in conjunction with State-led Disaster Housing Task Forces or other housing coordinating groups at the local, state, tribal, territorial, and insular area government levels to:

- Coordinate and deliver housing resources that address local, state, and tribal disaster recovery housing needs;
- Integrate planning for current and post-disaster requirements into the organizations at the local and state level that perform community planning and building code administration;
- Share research results related to the disaster recovery housing area;
- Share knowledge and expertise to address post-disaster housing needs and issues;
- Facilitate pre- and post-disaster interaction and problem solving among Federal agencies and stakeholders that focuses on reconstructing permanent housing, including affordable and accessible housing that incorporates resilience, sustainability, and mitigation measures; and
- Provide technical assistance to local, state, tribal, territorial, and insular area authorities that facilitates timely construction of housing that complies with local, state, tribal, territorial, insular area, and national model building codes, including accessibility standards.

### ***Scalability***

Support provided under the Housing RSF is scalable based on the type and magnitude of the disaster and local, state, tribal, territorial, and insular area capabilities. Figures F-1 and F-2 provide an overview of recovery activities to support a mid-scale disaster versus those required to support a larger scale or catastrophic disaster. In a mid-scale disaster, field staff from RSF partner organizations would address issues within their existing authorities and programs. For all disasters supported by the Housing RSF, RSF partners will consult on assessments of the situation, including any unmet needs, and coordinate programs that may be used to address those needs. In a large-scale catastrophic disaster, there would be full-scale activation of the Housing RSF (virtually all RSF partners) to support local, state, tribal, territorial, and insular area efforts, with programs potentially



available to support long-term housing recovery depending on existing or new funding and related authorities. This would also include deployment of housing experts from Housing RSF partners to help support recovery efforts. Depending on the magnitude of the incident, long-term housing recovery may take from five to ten years, or more. In these catastrophic circumstances, there may be additional supplemental funding to address unmet needs and support housing and community development.

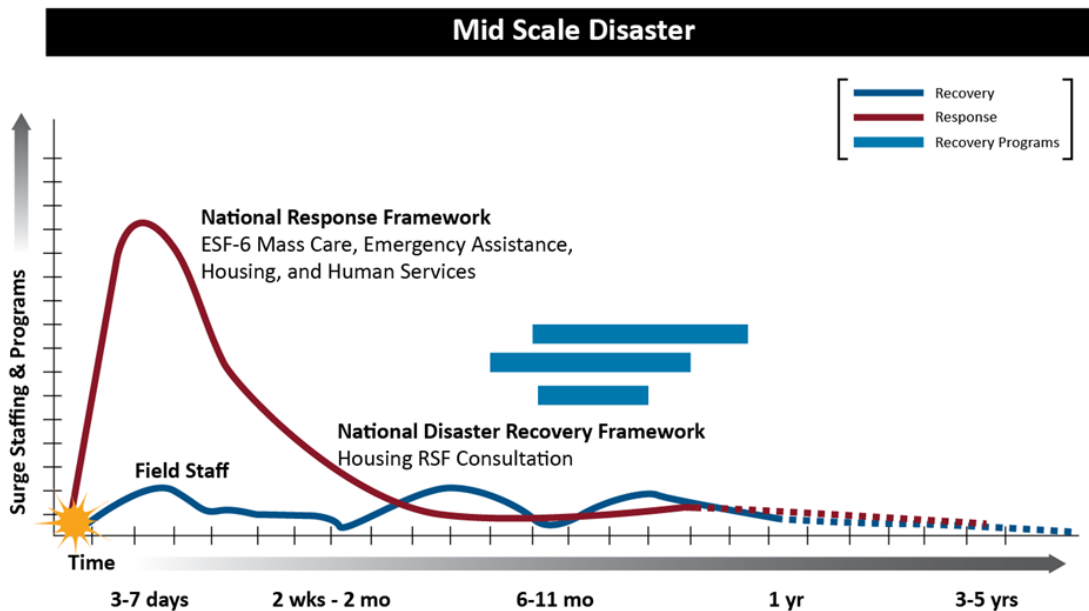


Figure F-1: Scalability for Recovery—Mid-scale Disaster

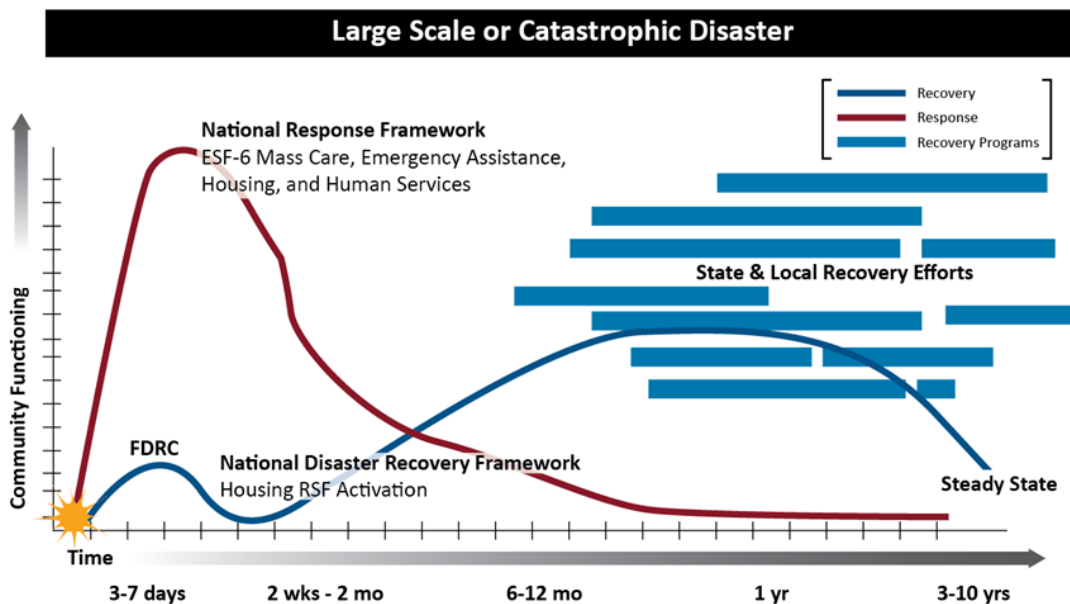


Figure F-2: Scalability for Recovery—Large-scale or Catastrophic Disaster

### ***Delivery of Recovery Support***

The Housing RSF will provide the tools, training, and technical assistance necessary to help local, state, tribal, territorial, and insular area governments address long-term housing challenges and implement permanent housing options consistent with housing needs across impacted communities. Support will be provided based on the areas with the greatest impacts to housing infrastructure and related housing support services. In particular, the Housing RSF will promote the development of sustainable and accessible mixed-income communities with a range of affordable housing options that maximize return of displaced households regardless of income or functional needs.

Housing recovery strategies should include links to employment, services, and transportation, which are critical to the sustainability and inclusiveness of post-disaster communities. This, coupled with a range of housing options and fair housing principles, will provide a platform for improved quality of life and a stronger local housing market across the whole community. While household preferences may not align in all cases with the location and type of these options, the Housing RSF will promote processes that connect these household preferences with housing strategies to the extent feasible. In situations where there are vacancies in existing Federally assisted housing and displaced individuals are eligible for these units under statutory or other requirements, Housing RSF partners will also work with local, state, tribal, territorial, and insular area governments to make these resources available.

The Housing RSF will further assist local, state, tribal, territorial, and insular area governments to manage expectations and develop realistic permanent housing options consistent with the above principles that are in line with and linked to existing long-term community plans and processes. Across all efforts, the Housing RSF will actively support local, state, tribal, territorial, and insular area governments in their efforts to expedite development of permanent housing options within existing statutory and regulatory authorities.

At the Federal level, the Housing RSF, when activated, will work through the FDRC to coordinate efforts of the Economic, H&SS, and Infrastructure Systems RSFs that enhance housing recovery strategies.

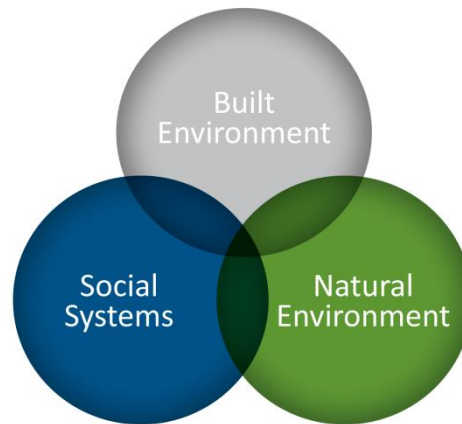
### **Pre-Disaster Planning**

Communities make a wide range of land use, building code, transportation, and other development decisions every day that affect disaster resilience and sustainability of their housing stock. Creating resilient, sustainable housing means embracing a long-term perspective and risk awareness as part of ongoing community development and planning. Questions should be raised about whether homes should be built/rebuilt in a floodplain (or other high risk locations) or if building codes should be strengthened to reduce vulnerability to wildfires, earthquakes, or other natural hazards. Doing this effectively will allow communities to better mitigate their current and future risks, diversify their economic base, and improve their overall security through ongoing development activities. Incorporating resilience and sustainability into communities, includes both understanding and acting on risks and recognizing community vulnerabilities, and addressing these as part of community planning and development activities.

### ***Understand and Act on Risks***

A comprehensive risk assessment enables communities to pinpoint vulnerabilities and identify actions that improve housing resilience and sustainability. While approaches vary, the four basic components of a risk assessment are (1) identify hazards, (2) profile hazard events, (3) inventory assets, and (4) estimate losses. This process measures the potential loss of life, personal injury, economic injury, and property damage resulting from potential hazards by assessing the vulnerability

of people, buildings, and infrastructure. While many data sources and tools are available at various levels of government, academia, and the private sector, several tools that communities use to conduct multi-hazard risk assessments are provided online at <http://www.fema.gov>.



**Figure F-3: Recognizing Community Vulnerabilities that Affect Housing**

### ***Recognize Community Vulnerabilities***

As part of a risk assessment, many underscore the importance of taking a more holistic approach, describing vulnerabilities as the intersection between the natural environment, social systems, and the built environment (see Figure F-3). This is especially true in terms of housing, where the choice of where to live is directly tied to the quality and availability of schools for children, access to health care, availability of good paying jobs, commuting time, the type of neighborhoods, access to goods and services (e.g., grocery stores, pharmacies, clothing stores, restaurants, entertainment), access to social services and places of worship, and other choices that form the fabric of people's lives and community.

- **Natural Environment**. The most obvious factor contributing to community vulnerability is location or proximity to hazard-prone areas, such as coasts, floodplains, seismic zones, or potential contamination sites. The characteristics of the incident (magnitude, duration, frequency, impact, and rapidity of onset) define the physical vulnerabilities of places. Considerable research has focused on the delineation and probability of physical exposure using a combination of statistical and GIS-based modeling approaches. Plume exposure models for hazardous contaminants, storm surge models, numerically based hurricane wind forecasting, and probabilistic as well as deterministic seismic risk approaches also represent advances in understanding vulnerability and likely exposure.
- **Built Environment**. The vulnerability of the built environment is also related to location and proximity to the source of the hazard. Poorly constructed or maintained buildings, inadequately maintained public infrastructure, commercial and industrial development, and certain types of housing stock all increase the vulnerability of the built environment in communities. The density of the built environment is another contributing factor, as there is greater exposure and potential for damage. Public infrastructure and lifelines are especially critical as the loss of these assets may place significant financial burden on those that lack the resources to rebuild. Equally important is the economic health of the community. Communities with a diversified economy are more resilient.

- **Social Systems.** Some demographic and social characteristics make communities more vulnerable than others. Key factors include age, gender, race, acute medical needs, socioeconomic status, individuals with disabilities and other access or functional needs, persons with LEP, immigrants, and seasonal tourists. The social vulnerability of communities can be tied to inequalities, which affect access to resources and information, the ability to absorb the impacts of hazards and disasters without governmental interventions, and housing choices and location.

### ***Effectively Communicate Risk***

Effective risk communication can help reduce public misunderstanding of risk and address deep-rooted denial that many do not want to believe that their community will experience a disaster. Social science tools and resources can help communities define and overcome existing barriers to effectively communicate and manage risk. Examples include products such as the “Risk Behavior and Risk Communication: Synthesis and Expert Interviews Report,” which is a comprehensive literature review and compendium of expert advice, identifying key risk communication issues and recommendations for practitioners based on years of disaster recovery research.<sup>14</sup>

### ***Support that Housing RSF Partners Can Provide***

Housing RSF member agencies should participate in pre- and post-disaster planning activities with local, state, tribal, and territorial governments. This can be done in coordination with State-led, regional, or local Disaster Housing Task Forces. Activities will focus on information sharing, technical assistance, and coordination across partners.

- **Information.** Housing RSF agencies will develop housing recovery resource materials for local, state, and Federal partners. They will educate, and share this information with, local, state, tribal, territorial, and Federal partners. To assist with pre- and post-disaster planning activities, the Housing RSF will share information on available Federal recovery assistance (e.g., SBA disaster loan programs and USDA Rural Development Disaster Assistance services) and that which may become available (e.g., HUD CDBG Disaster Recovery grants). Information on the role of insurance, including the National Flood Insurance Program, may also be made available.
- **Technical Assistance.** Housing RSF agencies will partner with local, state, tribal, territorial, and insular area entities to identify strategies and options that address a broad range of permanent housing issues, such as those dealing with planning, zoning, design, logistics, codes, and financing. Primary Agencies and Supporting Organizations will provide technical assistance on permanent housing strategies including affordable housing that incorporates the principles of accessibility, sustainability, inclusiveness, resilience, and mitigation.
- **Coordination.** The Housing RSF Coordinating Agency will link Housing RSF partner agencies to the Disaster Housing Task Force or other disaster housing coordinating group at the local, state, tribal, territorial, and insular area government levels. Coordination should include joint state level meetings, after-action reviews, identification of recovery support gaps ahead of disasters, how RSF partners can fill housing recovery gaps post-disaster, and other initiatives aimed at improving the effectiveness of permanent housing recovery efforts. The Housing RSF will encourage and support planning for post-disaster permanent housing requirements by the local, state, tribal, territorial, and insular area entities that lead local community planning and development and address housing needs, land use, and building code administration.

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<sup>14</sup> The report can be found at <http://www.csc.noaa.gov/digitalcoast/>

Pre-disaster coordination activities will clarify what support local, state, tribal, territorial, and insular area entities need from the Housing RSF post-disaster, define how this support will be functionally linked to local, state, tribal, territorial, and insular area government efforts, and establish information sharing and communication protocols. This coordination and planning should yield options for providing or developing permanent housing across local, state, tribal, territorial, insular area, and Federal programs, and other housing and construction industry groups.

### Post-disaster Activities

After a disaster, the Housing RSF may be activated to provide a range of coordination and technical assistance in support of decisions by local, state, tribal, and territorial, governments consistent with the mission and pre-disaster planning efforts of the RSF. The steps, parameters, and core services of Housing RSF activation post-disaster are outlined in this section.

In many cases interim housing efforts conducted under the NRF will still be underway, as the Housing RSF convenes and starts to work with local, state, tribal, territorial, and insular area partners to help to identify long-term housing needs (see Figure F-4).

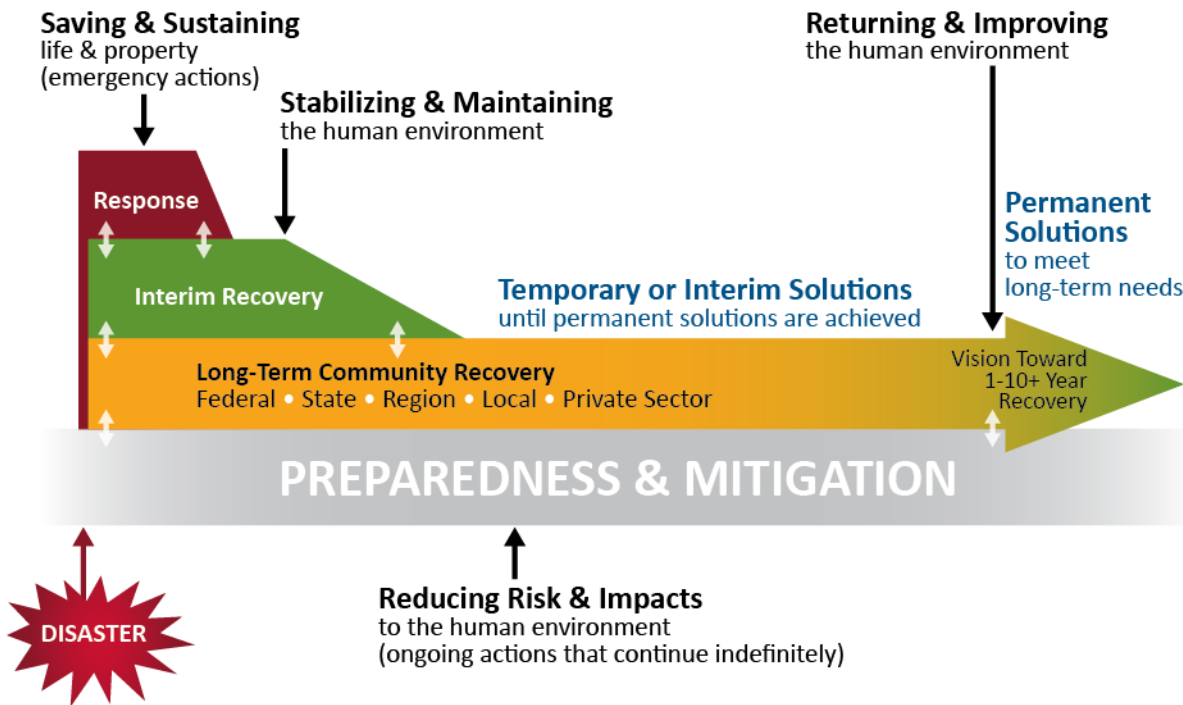


Figure F-4: Disaster Response and Recovery

The Housing RSF will support the overall timeline for Federal support, which is discussed in the FIOP (see Figure F-5).

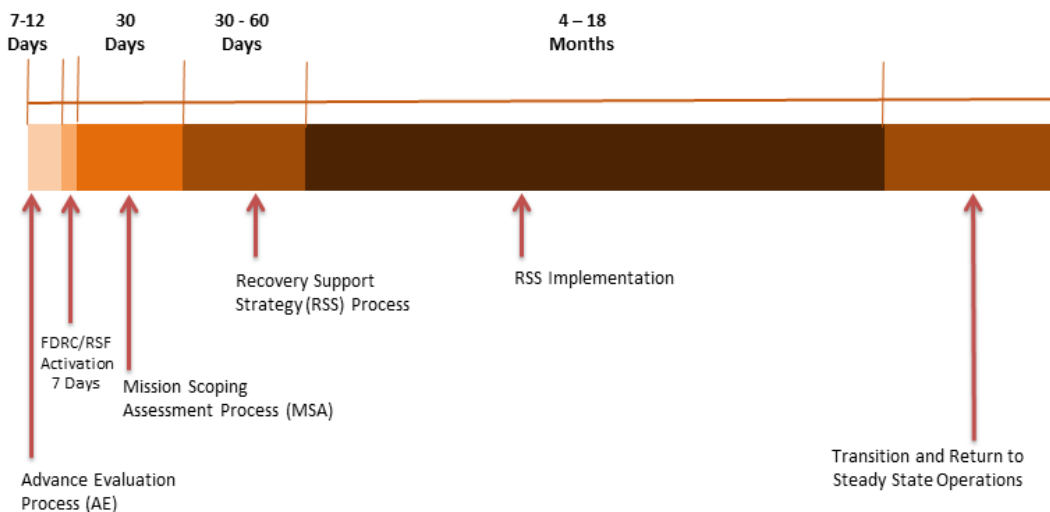


Figure F-5: FDRC-RSF Timeline Example

Housing RSF post-disaster activities include the following five steps: (1) convene RSF, (2) identify priorities and conduct assessment (as needed), (3) coordinate with partners, (4) identify and provide, as applicable, available resources, and (5) provide technical assistance. These are discussed in more detail below.

**Activating the Housing RSF**

The FDRC, in consultation with the National Housing RSF Coordinator, will determine if the Housing RSF should be activated post disaster. This would typically be done following large-scale and catastrophic disasters that result in Presidential Disaster Declarations calling for IA and activation of ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) to address displacement due to damaged or destroyed housing. Activation of the Housing RSF may also be appropriate for some mid-scale disasters.

The nature and scale of the Housing RSF activation would depend on the housing recovery needs identified in collaboration with Housing RSF partners and local, state, tribal, and territorial governments. The Housing RSF should not be activated before there is sufficient information to identify preliminary housing recovery needs and potential service gaps. The time required for this information to become readily available will vary by disaster. The Housing RSF is unique in that short-term and intermediate recovery are both the responsibility of ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services). The RSF is responsible for coordinating long-term and permanent housing challenges with ESF #6 partners.

After activation, the National Housing RSF Coordinator will convene a National Housing RSF kickoff meeting with all RSF partners and designate a Field Coordinator. In support, the Housing RSF Field Coordinator will reach out to state level Housing RSF agencies and convene an initial meeting between Housing RSF agencies and the housing recovery Coordinating Agency established by the state or territory.

The primary tasks of the Housing RSF are to collaborate with and work under the umbrella of the FDRC to support state or territorial level housing task forces established to lead community-based housing recovery efforts and to coordinate Federal housing recovery efforts. It is imperative that all Housing RSF activities be aligned with local, state, tribal, and territorial government requests for assistance as well as support efforts to implement housing recovery strategies across these divisions of government.

This coordination will be accomplished through the following activities:

- Housing RSF participation in state or territorial level housing task force meetings;
- Collaboration to identify priorities and gaps to support long-term housing recovery;
- Collaboration on defining Housing RSF activities to support local, state, tribal, and territorial governments in implementing housing recovery options; and
- Joint planning, technical assistance, and training efforts.

In addition to meetings with state and territorial housing recovery task forces, regular RSF meetings will be used to initiate and facilitate internal information sharing and problem solving regarding member agencies' ability to support the specific recovery needs of impacted communities.

The Housing RSF will work with state and territorial recovery task forces to identify where available projects and programs do not meet recovery-related needs. When unmet needs are identified, and Housing RSF agencies are unable to address gaps, the Housing RSF Field Coordinator will seek resolution through the FDRC and request assistance from the National RSF Coordinator.

For most disasters, coordination and services under the Housing RSF can be handled remotely across local, state, tribal, territorial, and Federal partners. However, in instances where the scale overwhelms local, state, tribal and territorial resources, a combination of on-site and remote activities may be necessary. The level and location of activation will be determined by the National Housing RSF in consultation with the FDRC and local, state, tribal, territorial and insular area partners.

Execution of an MA with the Housing RSF coordinating agency, primary agencies, or supporting organizations would depend on the extent to which post-disaster roles and responsibilities require staff augmentation or funding for travel, per diem and overtime. The need for an MA from FEMA across coordinating, primary, or support Federal agencies for either activation type could be triggered by any one of the following:

- The extent to which Housing RSF partners are unable to provide assistance under normal agency operations;
- The expectation that an engagement will be long-term or protracted and require extensive staff time and involvement;
- The location of the FEMA JFO and/or highly impacted areas creates the need for travel funding; and
- The scale of the disaster necessitates long-term on-site engagement of Federal staff that triggers per diem and other support needs (e.g., equipment, rental cars).

MA functions will be defined through consultation between the Housing RSF Coordinating Agency and Primary Agencies or Supporting Organizations and draw on requests for support articulated by local, state, tribal, territorial, and insular area governments during mission scoping processes.

Budgets will be separately negotiated by each agency with FEMA.

## Critical Tasks

### *Identify Priorities and Conduct Assessments*

The Housing RSF will support the State-led Disaster Housing Task Force or other housing coordinating groups at the local, state, tribal, territorial, and insular area government levels to discuss housing impacts and housing recovery issues following activation of the Housing RSF. These discussions, should also include stakeholders (including those representing homeowners and renters), housing providers, and housing industry groups (developers, funders), as appropriate that can provide information on impacts and needs to the hardest hit areas. Information will include, but is not limited to, current information on the scale of housing impacts, highly impacted communities in the state, capacity of highly impacted areas to implement housing recovery efforts, extent to which local, state, tribal, territorial and insular area resources are able to manage these impacts over the short- and long-term, and resource gaps that need to be addressed.

After activation, HUD will request information across all RSF partners on impacts to programs and resources. FEMA will provide the Housing RSF with available data regarding initial housing impacts and provision of short-term and interim housing under the NRF. This would include a summary and ongoing updates on Preliminary Damage Assessments, IA applications, Direct Housing Operations, and provision of PA.

### MSA and RSS

The Housing RSF will contribute to an MSA provided to the FDRC that summarizes (1) existing data on housing impacts for that specific disaster; (2) local, state, tribal, territorial, and insular area initial priorities and needs related to long-term housing recovery; and (3) recommendations for how the housing RSF can help support development of the RSS.

- **Existing Data on Housing Impacts.** The Housing RSF will request existing data on housing impacts within the impacted area from all RSF partner organizations. This will include the short-term and interim housing efforts led by FEMA, Disaster Loans provided by the SBA, impacts to Federally assisted housing supported by the USDA, HUD, VA, and others, as well as impacts to housing-related support services provided by nongovernmental organizations and other housing partners. Information on impacts to housing and displaced families will become more accurate and evolve over time as recovery efforts unfold. This initial assessment will be used as a point-in-time snapshot to help inform long-term recovery efforts and will be updated as needed.
- **Identifying Initial Priorities for Long-Term Housing Recovery.** The Housing RSF will work with local, state, tribal, territorial, and insular area partners to help identify potential long-term recovery issues based on the RSF objectives to (1) strengthen the housing market, (2) ensure adequate affordable rental housing, (3) use housing to improve quality of life (including access to pet-friendly housing), (4) build sustainable inclusive communities (including accessible housing for individuals with disabilities and others with access and functional needs), and (5) increase the use of mitigation measures to improve resilience of housing stock. Local, state, tribal, territorial, and insular area priorities for long-term housing recovery will evolve over time. This initial assessment will help us link Federal support to key local, state, tribal, territorial, and insular area needs and provide recommendations on how the Housing RSF can best support local and state housing recovery. The Housing RSF will monitor and update local, state, tribal, territorial, and insular area priorities as recovery evolves. Depending on the scope and scale of the disaster, priorities may be identified through meetings with housing partners, focus groups with key housing partners, or other means.



- **Recommendations for Housing RSF Support.** The Housing RSF will also make recommendations for follow-on activities. This could include a follow-on MA to support development of a Federal RSS or a recommendation for deactivation, if appropriate. Based on local, state, tribal, territorial, and insular area priorities, recommendations for a follow-on MA may include short-term deployment of a small team of housing and community experts to support local, state, tribal, territorial, and insular area housing recovery efforts and may outline tasks or deliverables based on Housing RSF capabilities.

#### **Housing RSF Capabilities**

- Working with local, state, tribal, territorial, and insular area partners to further define long-term housing priorities and needs.
- Conducting market assessments that can provide a snapshot of the housing market and also be used to track recovery of housing markets and provide information to developers.
- Developing strategies to support local, state, tribal, territorial, and insular area priorities under the Housing RSF objectives to (1) strengthen the housing market, (2) ensure adequate affordable rental housing, (3) use housing to improve quality of life, (4) build sustainable inclusive communities, and (5) increase the use of mitigation measures to improve resilience of housing stock.
- Applying existing programs and resources, including available funding sources, to address long term housing needs and priorities.
- Establishing common goals across housing partners to support local, state, tribal, territorial, and insular area housing recovery.
- Sharing information across partners with expertise and capabilities to support permanent housing.
- Providing technical assistance.
- Supporting grantees as they develop plans for long term recovery, if supplemental is provided.

#### Support for Highly Impacted Communities

If the MSA identified highly impacted communities that require on-site coordination and technical assistance, the Housing RSF would collaborate with local, state, tribal, territorial, and insular area officials to convene stakeholder meetings in these areas to align Housing RSF technical assistance and available resources with community recovery needs. This would be closely coordinated with the State-led Disaster Housing Task Force (or other groups designated by the state) and FEMA. If widespread areas are impacted, meetings may be convened at the state or regional level based on available resources.

FEMA will provide updates as additional data is received from new or ongoing damage assessment processes and IA applicants over the term of the Housing RSF activation to inform emerging housing needs. All information would be provided in summary form but should be organized by local governments impacted by the disaster or by some other meaningful cluster. Individual level data is not necessary unless long-term housing market or Unmet Needs Assessments are requested, which will be described later in this section.

#### Discussion of Market and Unmet Needs Assessments

For large-scale disasters that produce catastrophic damages across numerous housing markets, the Housing RSF may also provide quantitative assessments. These assessments are long-term products ranging from snapshots of the housing market, to comprehensive market assessments, to an assessment of unmet needs. Unmet Needs Assessments require additional data regarding damages, SBA loans, insurance, and IA claims that are frequently not sufficient until months after the disaster.

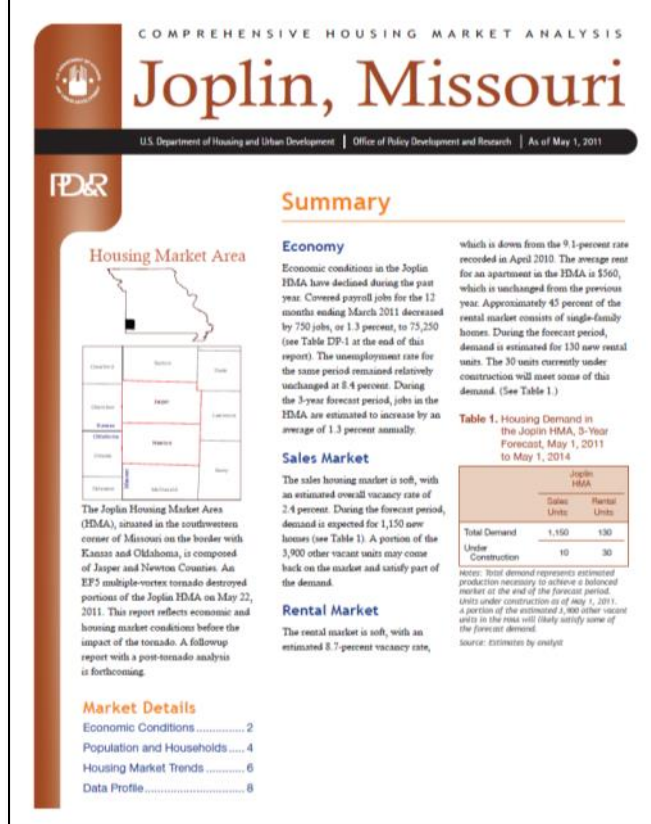
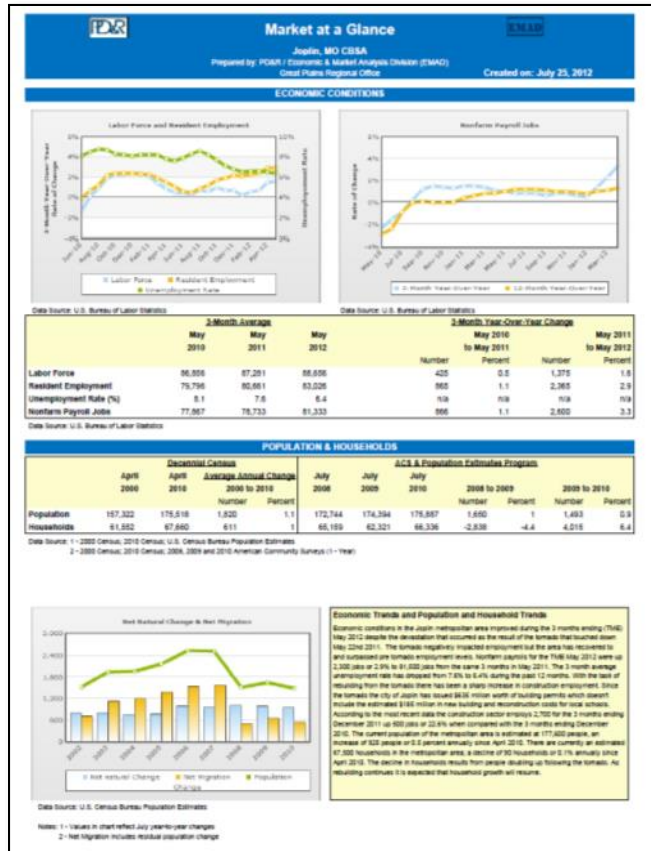
These assessments are most relevant to long-term planning efforts at the state and territorial level where they can be used to plan activities starting 12 months or more post-disaster.

**Market-at-a-Glance Reports**

Field economists under the Housing RSF can prepare a baseline Market-at-a-Glance report summarizing economic, demographic, and housing market conditions in the affected area. The baseline estimates portray conditions and trends in the area leading up to the incident and are generally produced in two to three weeks, depending on the size and complexity of the disaster area. Market-at-a-Glance reports are more complete and accurate in metropolitan areas and larger counties where data are more readily available. Economists prepare updated Market-at-a-Glance reports each quarter following the baseline report to track recovery of the local economy and housing market. The report provides a concise and easily accessible tool for local planners and potential developers to track employment, population, and housing inventory change to determine the area's need for specific quantities and types, and sales and rental housing during the recovery period.

**Comprehensive Housing Market Analysis Reports**

Following a field investigation to the affected area, field economists can prepare a baseline Comprehensive Housing Market Analysis report that provides an in-depth view of the area economy and housing market as of the beginning of the month in which the incident occurred. The report includes current counts and estimates of employment, population, households, and housing inventory and provides recent trends in these variables leading into the incident. The economists develop a factual framework based on local data developed during the field investigation, as well as data from regional and national sources. The baseline Comprehensive Housing Market Analysis is prepared over a four to six month period of analysis, writing, and editing before publication. When HUD and FEMA agree that the area has reached a sufficient level of recovery, field



economists prepare an updated (post-recovery) Comprehensive Housing Market Analysis report. The updated report provides the current counts and estimates of the variables included in the baseline report, three-year forecasts of the major variables, and quantitative and qualitative demand forecasts for sales and rental housing. The factual information, findings, and conclusions of the baseline and updated reports are useful to builders, mortgagees, and others concerned with local housing market conditions and trends.

#### Unmet Needs Assessments

In contrast, unmet housing needs assessments available under the Housing RSF can provide state and county level unmet housing needs for both urban and rural areas. An Unmet Needs Assessment can be provided in table format depicting key data or, if needed, a more in-depth detailed narrative report can be produced. The Unmet Needs Assessment is based on registration information from disaster survivors (and provided to HUD by FEMA and the SBA) as part of the assistance process and considers the availability of insurance, loans, and Federal assistance. The difference between resources available to disaster survivors and the cost to repair the damaged housing is used to calculate the unmet housing need. Unmet Needs Assessments are used to inform the process of Congressional post-disaster supplemental appropriations to the CDBG program, which may include funding for unmet infrastructure and business losses. They may also contribute to local, state, tribal, territorial and insular area decisions. HUD uses this assessment to allocate supplemental CDBG appropriations among affected jurisdictions. The Unmet Needs Assessment summary tables can be produced by the Housing RSF approximately six to eight months following a disaster, depending on the availability of disaster assistance data, but data estimates for scoping purposes may be available sooner.<sup>15</sup> A more detailed narrative report can be provided in 12–16 months, if needed.

#### ***Coordination with Partners***

Maintaining ongoing communication and information sharing with relevant local, state, tribal, territorial, and insular area governments, as well as the private sector, nonprofit, and community-based partners is a crucial element of all Housing RSF actions. In keeping with the principles of the NDRF, this RSF is designed to support the local communities in charge of the recovery process. As such, any information produced or gathered by this RSF will be shared with local, state, tribal, territorial, and insular area governments and private sector, nonprofit, and community-based partners to the greatest extent possible under the laws. Once activated, the coordinating and primary agency Federal partners of the Housing RSF will designate a point of contact based either locally at a field office or remotely to handle any information requests that may arise during recovery.

Based on the scope and magnitude of the disaster, RSF members will host regular in-person meetings or conference calls with identified stakeholders during the post-disaster recovery process. As required, these meetings will typically include representatives from local, state, tribal, territorial, insular area, and Federal Government departments and agencies, as well as local, state, tribal, territorial, and insular area housing and community development partners with an interest in the impacted area.

These meetings will serve as a forum for discussing next steps in the courses of action taken by the Housing RSF, which is described below. Additionally, the meetings will allow concerns, questions, and comments raised by infrastructure stakeholders to be discussed and resolved in a transparent fashion.

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<sup>15</sup> The analysis and tables can be produced within 60 days of the availability of data. Complete Disaster Assistance data from FEMA and SBA is typically available 30–90 days following closure of the registration process.

The following table describes key national- and state-coordination structures and groups to support long-term housing recovery.

**Table F-2: Key National and State Coordination Structures and Groups**

Key Coordination Groups	Coordination Focus And Housing RSFs Role
State-led Disaster Housing Task Force or other state-level recovery group focused on housing	<ul style="list-style-type: none"> <li>▪ A platform for ensuring the state’s objectives and paths for post-disaster housing recovery are understood and integrated into the Federal recovery effort.</li> <li>▪ FEMA IA and Housing RSF member agencies, such as HUD and USDA, will participate in the State-led Disaster Housing Task Force. Housing RSF agencies will contribute to the facilitation of interim and long-term housing assistance.</li> <li>▪ If there is not an active Task Force, the Housing RSF will coordinate with other state designee(s) for recovery, (e.g., a State Recovery Task Force, IA Officer, or a Recovery Commission).</li> </ul>
ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services)	<ul style="list-style-type: none"> <li>▪ An established platform for coordinating Federal assistance in mass care, disaster shelters, and emergency short-term housing.</li> <li>▪ The Housing RSF will coordinate information sharing with agencies active in ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) and through the State-led Disaster Housing Task Force with state-level stakeholders.</li> </ul>
Mission Planning Team	<ul style="list-style-type: none"> <li>▪ A FEMA-led team of interim housing subject matter experts that determines the need for and scope of a FEMA-manufactured housing mission and identifies appropriate interim housing solutions. The Mission Planning Team is a short-lived entity that disbands once the housing plan is completed and Direct Housing Operation implementation begins.</li> <li>▪ Housing RSF staff conducting on-site assessment may leverage or join the Mission Planning Team to coordinate and minimize assessment time, and burdens on the local communities.</li> </ul>
National Disaster Housing Task Force	<ul style="list-style-type: none"> <li>▪ A platform for Federal agencies with authorities, expertise, and resources for disaster housing to engage and work with state, private, and nonprofit-sector partners to improve assistance strategies and delivery operations.</li> <li>▪ Housing RSF agencies such as HUD, USDA, and VA participate in the National Housing Task Force and help set priorities and review guidance.</li> <li>▪ The Housing RSF will work with the National Housing Task Force to increase focus on permanent housing and provide lessons learned from communities.</li> </ul>

**Identify Available Resources**

The Housing RSF will catalogue and share potential housing recovery resources across Housing RSF partners for addressing unmet housing needs and provide this to local, state, tribal, territorial, and insular area governments. Core Housing RSF resources and services that may be available to address needs and support housing recovery efforts include the following:

- **Affordable housing resources:** Work with Federal housing partners, housing nongovernmental organizations, and other housing industry groups to input vacancies into existing FEMA or state

housing data bases for use by FEMA, state or local case workers, and Long-Term Recovery Committees to house low-income households. Assess impacts to Federally-assisted housing stock, determine extent of displacement, and reconnect displaced households to pre-disaster subsidy programs or other assistance if available. Provide assistance to help local and state housing partners return to normal operations; this may include helping to address issues raised by Public Housing Authorities, multifamily property owners/managers, or housing grantees.

- **Information on available funding:** Catalogue and share potential housing recovery resources across Housing RSF partners for addressing unmet housing needs. Identify Federal programs that can be leveraged to fund long-term housing solutions and sustain the local capacities needed to implement and manage the recovery effort.
- **Mortgage relief:** Grant moratoriums on foreclosures of Federally-insured loans and recommend that loan servicers take such actions as special forbearances, loan modifications, refinancing, and waivers of late charges.
- **Mortgage insurance:** Work with lenders to make mortgage insurance available for rebuilding or buying homes.
- **Re-allocation of funding for disaster relief:** Grant states and communities the ability to reallocate certain existing Federal resources for housing recovery efforts where allowed by statute.
- **Fair housing:** Ensure equal access to housing regardless of race, religion, sex, national origin, disability, and familial status.

The initial state-level stakeholder meeting is used to provide information for the mission scoping report. As follow-on to that effort, the on-site housing recovery reviews across local stakeholders, evolving FEMA data from ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), state level understandings of macro needs, and available housing recovery resources will form the basis for the Housing RSF component of the RSS Report. The Housing RSF will submit the RSS to the FDRC after identification of needs and resources is completed.

### ***Provide Technical Assistance***

The Housing RSF will coordinate provision of technical assistance and training to local, state, tribal, territorial, and insular area governments based on critical issues, such as those listed below, identified by partners during state level and on-site reviews:

- Mixed-finance approaches to housing development and other community development finance tools;
- Models for creating sustainable, accessible, inclusive, and mixed-income communities;
- Mortgage underwriting resources for developing single family homeownership and multi-family rental units;
- Linking FEMA, local, state, tribal, territorial, and insular area housing recovery planning efforts to existing Federal or community supported planning processes in impacted communities (e.g., consolidated and annual plans and zoning and land-use plans); and
- Other capacities needed by local, state, territorial, and tribal partners in the public, private, and nonprofit sectors to continue planning, implementing, managing, and sustaining their housing recovery effort.

### ***Functional Roles and Responsibilities***

#### Recovery Authority and Funding

The NDRF is not intended to increase overall Federal agency activity in support of recovery planning during steady state. Federal agencies with NDRF roles, responsibilities, and recovery programs will fund the costs of these activities out of their base budgets and staffing levels, which are subject to available resources, except for those expenses authorized for reimbursement under the Stafford Act or otherwise provided by law. This may include other mechanisms for reimbursement (e.g., Economy Act), supplemental appropriations, and/or increased direct appropriations. Existing Federal programs can be leveraged to support recovery operations only to the extent of the authority and appropriations for those programs. Nothing in the NDRF alters or impedes the ability of local, state, tribal, territorial, or Federal departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives.

#### **Roles of Housing RSF Partners**

The following tables describes the roles of the Federal agencies and national nonprofit organizations that comprise the Housing RSF.

**Table F-3: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
<p>Department of Housing and Urban Development</p>	<ul style="list-style-type: none"> <li>▪ Represents Housing RSF at the national level and designates a Field Coordinator to ensure coordination in support of local and state efforts.</li> <li>▪ Helps identify long-term housing priorities and conducts housing assessments with local, state, tribal, territorial and insular area governments, and Federal partners as needed.</li> <li>▪ Provides technical assistance to support local, state, tribal, territorial, and insular area recovery planning and post-disaster activities for long-term housing recovery, including strategies to strengthen the housing market, ensure adequate affordable rental housing, use housing to improve quality of life, build sustainable inclusive communities, and increase the use of mitigation measures.</li> <li>▪ Coordinates and supports local and state housing recovery efforts, with a focus on long-term housing recovery, with Primary Agencies and Supporting Organizations.</li> <li>▪ Establishes communication and supports information sharing for housing partners.</li> <li>▪ Coordinates and leverages applicable Federal resources for long-term housing recovery.</li> <li>▪ Develops and implements a plan to transition from Federal Housing support back to steady state programs.</li> <li>▪ HUD also has technical and existing programs that, in some cases, can help support housing and community recovery. Some examples are provided below:             <ul style="list-style-type: none"> <li>• States and local communities that have received annual formula funding through the CDBG and/or the Home Investment Partnerships Program (HOME) programs may amend their action plans to re-allocate existing funds toward recovery activities. Following disasters with significant unmet needs, Congress may appropriate additional funding for the CDBG program dedicated specifically for disaster recovery purposes.</li> <li>• Following a Presidential Major Disaster Declaration, relief options are made available to Federal Housing Administration (FHA) mortgagors, including a 90-day moratorium on foreclosures and forbearance on foreclosures of FHA-insured home mortgages. In addition, under the National Housing Act, HUD's Section 203(h) program is available and provides 100 percent financing through FHA-approved lenders, and HUD's Section 203(k) loan program can be utilized by those who have lost their homes to finance the purchase or refinance of a house along with its repair through a single mortgage. These tools can be a stabilizing factor to assist families and communities in their recovery, and are available up to 12 months after the Presidential Declaration.</li> </ul> </li> </ul>

**Table F-4: RSF Primary Agency Functions**

Primary Agency	Functions
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical assistance and identifies current housing programs that may be utilized for recovery, including determinations of eligibility, application processes, and project requirements.</li> <li>▪ Provides economic and physical damage assessment on USDA financed housing infrastructure and programs.</li> <li>▪ Leverages investments made by other local state, tribal, and territorial partners, Federal departments, and private entities.</li> <li>▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Executes agency mission during disaster recovery, supporting rural housing and farm labor housing assistance.</li> <li>▪ Provides technical assistance in identifying animal housing alternatives and support services to accommodate people with animals, including household pets and service animals.</li> <li>▪ Facilitates multiagency coordination of whole community animal mission recovery activities to support housing operations.</li> </ul>
Department of Justice	<ul style="list-style-type: none"> <li>▪ Jointly responsible, with HUD, for enforcing the Federal Fair Housing Act that prohibits discrimination in housing on the basis race, religion, sex, national origin, familial status, and disability. For example:               <ul style="list-style-type: none"> <li>• Refusal to make a reasonable accommodations in rules, policies, practices, or services when such accommodations maybe necessary to afford a person with disability the equal opportunity to use and enjoy a dwelling; and</li> <li>• Refusal to make reasonable accommodations to persons with disabilities and others with access and functional needs.</li> </ul> </li> </ul>
Department of Housing and Urban Development	<ul style="list-style-type: none"> <li>▪ See Table F-3.</li> </ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides financial and technical resources and expertise for both disaster housing and long-term community recovery assistance; derives its post-disaster coordination, authority and resources from the Stafford Act:               <ul style="list-style-type: none"> <li>• FEMA IA Program;</li> <li>• FEMA Mitigation Program;</li> <li>• FEMA Long-Term Recovery (CPCB); and</li> </ul> </li> <li>▪ FEMA is the lead agency for the National Housing Task Force for coordinating post-disaster housing assistance.</li> </ul>



Table F-5: RSF Supporting Organization Functions

Supporting Organization	Functions
American Red Cross	<ul style="list-style-type: none"> <li>▪ Serves as a key provider of mass care services and expertise in disaster sheltering, feeding, emergency supply distribution, and family reunification.</li> <li>▪ Serves individuals and families with disaster-related needs through a casework process, which may include direct emergency assistance for replacement of essential items, counseling services, health-related services, and reunification or welfare information services.</li> <li>▪ Conducts post-disaster assessment of housing damages.</li> <li>▪ Facilitates, coordinates, and supports development of Long-Term Recovery Groups and/or Committees (LTRGs and/or LTRCs), addressing unmet needs of individuals and families, and referral to multi-agency volunteer and nonprofit recovery activities.</li> <li>▪ Facilitates, coordinates and supports long-term housing transition strategy development based on current mass care sheltering status, concerns, and resources.</li> <li>▪ Provides individual and family housing recovery counseling and advocacy services through casework program.</li> <li>▪ Provides situational awareness of resources and activities of key community partner recovery activity and ongoing and forecasted housing needs.</li> <li>▪ Provides client information to assist transition from casework to case management programs.</li> </ul>
Corporation for National and Community Service	<ul style="list-style-type: none"> <li>▪ Provides case management and expertise in assisting disadvantaged communities as well as residents with access and functional needs, including those with disabilities.</li> <li>▪ Manages AmeriCorps, a resource for skilled and experienced volunteers and staff that can assist recovery operations.</li> </ul>
Department of Commerce	<ul style="list-style-type: none"> <li>▪ Promotes job creation, economic growth, sustainable development, and improved business opportunities for American businesses.</li> <li>▪ Promotes entrepreneurship and trade promotion policies that help America's businesses and their communities prosper economically.</li> <li>▪ Supports the engineering of resilient building design through the research and establishment of structural safety standards.</li> <li>▪ Supports efficiencies in the housing market and RSF operations through the collection and availability of housing and household demographic data.</li> </ul>
Department of Energy	<ul style="list-style-type: none"> <li>▪ Ensures America's security and prosperity by addressing its energy, environmental, and nuclear challenges through transformative science and technology solutions. This includes developing strategies for sustainable communities, including energy efficient housing.</li> </ul>

Supporting Organization	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for HHS programs as applicable under existing authorities.</li> <li>▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Department of Veterans Affairs	<ul style="list-style-type: none"> <li>▪ Provides expertise on financial and technical assistance programs designed to support veterans and their purchases of homes.</li> <li>▪ Possesses an inventory of real estate owned properties that could be a potential housing resource post-disaster.</li> <li>▪ Provides health and other supportive services to veterans.</li> </ul>
Environmental Protection Agency	<ul style="list-style-type: none"> <li>▪ Provides technical assistance on using environmentally sound and sustainable approaches in home building.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides facility space and other services to include coordinating the transfer / disposal of excess Federal property.</li> </ul>
National Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>▪ Facilitates collaboration, coordination, and communication among member organizations assisting in disaster recovery, repair and rebuilding, volunteer labor management, mass care, demolition, and donations management.</li> <li>▪ Provides guidance in sharing client information and promoting spiritual and emotional care.</li> </ul>
Small Business Administration	<ul style="list-style-type: none"> <li>▪ Provides loans for property damages to homeowners, renters, businesses of all sizes and private nonprofit organizations and EIDLs to eligible small businesses and private nonprofits.</li> <li>▪ Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate.</li> </ul>
U.S. Access Board	<ul style="list-style-type: none"> <li>▪ Serves in an advisory role on issues and regulations on emergency housing for people with disabilities and others with access and functional needs.</li> </ul>

### Local, State, Tribal, Territorial, Insular Area, Private Sector, and Nonprofit Partners

Below is a list of local, state, tribal, territorial, and insular area government agencies, departments, or offices that may be critical for the Housing RSF to engage. These local, state, tribal, territorial, and insular area public sector partners hold authorities, expertise, and resources that make them indispensable to housing recovery. This list is not exhaustive.

**Table F-6: Local, State, Tribal, Territorial and Insular Area Partners, Resources and Expertise**

Public Sector Partners	Partners' Resources and Expertise
Housing Finance Agency	State Housing Finance Agencies (HFAs) are state-chartered authorities established to help meet the affordable housing needs of the residents of their states. Using Housing Bonds, the Housing Credit, HOME, and other Federal/state resources, such as Housing Choice Vouchers and homeless assistance, HFAs administer a wide range of affordable housing and community development programs.
Public Housing Authorities	Public housing authorities assist residents in need with affordable housing and shelter without discrimination. They focus on the efficient and fair delivery of housing services. They are also key players in public housing plans and developments. Public housing authorities may directly provide housing or provide Housing Choice Vouchers for clients.
Building Departments	Building departments provide expertise in building codes and safe building practices. They are responsible for construction permitting and enforcement in their jurisdictions.
Planning and Zoning	Planning and Zoning departments are responsible for planning for long term development and the management of land use plans and zoning in the jurisdiction.
Public Works Departments	Public works departments manage and maintain community infrastructure.
Health and Social Services Departments	These departments coordinate recovery efforts with the H&SS RSF or equivalent.

Below is a list of key private sector and nonprofit partners outside of the existing RSF Primary Agencies and Supporting Organizations. The list is not exhaustive. Many of these partners also operate local, regional, or state offices, programs, or affiliates, or they know of such independent counterparts. Together, these partners represent a full range of expertise and financial, technical, material, and other resources necessary to housing and community planning and designing, repairs and reconstruction, financing, and development.

**Table F-7: Private Sector and Nonprofit Partners, Resources, and Expertise**

Private and Nonprofit Partners	Partners' Resources and Expertise
American Institute of Architects	The AIA Disaster Assistance Program supports a nationwide network of Disaster Assistance Coordinators and architects who help communities prepare for, respond to, and recover from disasters.
American Planning Association	APA is an education organization of practicing planners, elected and appointed officials, planning commissioners, and interested citizens. It can serve as a resource on land use and community planning in an area impacted by disaster.
Association of State Floodplain Managers	The Association promotes policies and activities that mitigate current and future losses caused by flooding, and to protect the natural and beneficial functions of floodplains. It can serve as a resource on land use planning in an area prone to flooding.
Building and Construction Trades Council	The Council is a resource on housing workforce and development that represents organized labor in the construction/building industries.
Building Congresses at the state level, Building Trades Associations	Building Congresses at the state level typically serve as umbrella organizations that bring together a cross-section of the design and building industry stakeholders, such as architects, engineers, construction managers, general and sub-contractors, labor, suppliers, as well as developers, insurance and legal advisors, and lenders. Building Trades Associations represent contractor and construction companies involved in all phases of the building industries. There are also state chapters or counterparts.
Building Sciences Organizations	Nongovernmental organizations, such as the National Institute of Building Sciences, bring together government and private sector partners to promote the construction of safe, resilient, and affordable structures for housing. They can serve as a resource on design/repair of housing post-disaster.
Habitat for Humanity	An internationally recognized nonprofit, Habitat's Disaster Response arm offers technical and organizational expertise in order to begin construction of transitional shelter and new housing, repairs, and reconstruction as soon as possible. It also educates the public on disaster risk reduction concepts for housing.
Insurance Institute for Business and Home Safety	The Insurance Institute for Business and Home Safety conducts research to make homes more resistant to a variety of disasters. They are technical resources on building practices and design.
International Code Council; National Fire Protection Association	International Code Council and National Fire Protection Association are development bodies of building codes and standards, such as the International Residential Codes and National Fire Codes. They are technical resources on building practices, designs, and code compliance.
Mennonite Disaster Services	These services provide housing repair and rebuilding consultancy and/or direct physical housing repairs and reconstruction assistance.

Private and Nonprofit Partners	Partners' Resources and Expertise
Mortgage Bankers Association	Subject matter experts in the real estate financing industry, the Mortgage Bankers Association is a resource on lenders and lending practices and policies, with more than 3,000 member companies, including mortgage brokers and lenders such as mortgage companies, commercial banks, thrifts and life insurance companies.
National Apartment Association and National Multi Housing Council	Together, the two organizations advocate on behalf of multifamily housing owners, managers, developers, and suppliers. The National Apartment Association, in particular, represents more than 50,000 multifamily housing companies nationwide. They provide expertise on the multifamily housing issues and stakeholders.
National Association of Home Builders and its state counterparts or chapters, Building Congress	With expertise on the latest building design, materials, products, services and technologies, they represent various types of home builders, from single to multifamily, site or system-built homes (e.g., panelized, modular).
National Association of Housing and Redevelopment Officials	With expertise in leading housing and community development, the National Association of Housing and Redevelopment Officials advocates for the provision of adequate and affordable housing for all Americans, particularly those with low and moderate incomes. Its members administer HUD programs, such as Public Housing, Section 8, CDBG, and HOME.
National Association of Realtors	Representing the real estate agent industry, the National Association of Realtors serves as a channel to connect local real estate agents who are knowledgeable of housing resources and trends, such as housing types, affordability, and availability, with the disaster-impacted and surrounding communities.
National Council of State Housing Agencies	Providing expertise on affordable housing issues and financing options, the Council represents the state HFAs—state-chartered authorities established to help meet the affordable housing needs of the residents of their states. Using Housing Bonds, the Housing Credit, HOME, and other Federal and state resources, such as Section 8 and homeless assistance, HFAs administer a wide range of affordable housing and community development programs.
Real Estate Roundtable	The Roundtable is a policy advocacy group representing private and publicly owned companies that own, develop, manage, or provide lending services supporting real estate. Among its 16 national real estate trade associations are the National Association of Home Builders, the National Association of Real Estate Investment Trusts, National Apartment Association, and Mortgage Bankers Association. As such, it can serve as a hub for connecting to local real estate companies.
Urban Land Institute	The Urban Land Institute is a resource for responsible use of land and the creation/sustainability of thriving communities. The Urban Land Institute can provide expertise on planning, developing, and redeveloping neighborhoods, business districts and communities.

Private and Nonprofit Partners	Partners' Resources and Expertise
Consortium for Citizens with Disabilities/Emergency Preparedness Task Force	A coalition of approximately 100 national disability organizations, this consortium works together to advocate for national public policy that ensures the self-determination, independence, empowerment, integration and inclusion of children and adults with disabilities in all aspects of society. They can serve as a resource on needs of the disabled and housing accessibility issues.
National Council on Independent Living/Housing Subcommittee	The National Council on Independent Living advances independent living and the rights of people with disabilities. The National Council on Independent Living represents thousands of organizations and individuals, including Centers for Independent Living (CILs), Statewide Independent Living Councils (SILCs), individuals with disabilities, and other organizations that advocate for the human and civil rights of people with disabilities throughout the United States. The National Council on Independent Living is a resource on issues of housing accessibility and design.
Owners, Agents, Sponsors, Mortgagees, and Mortgagees	These partners bring a wealth of local insight about the communities in which they are vested. In conjunction with information captured from other sources, they can provide qualitative data to help recovery partners understand holistic community needs.

## Resources

This annex should be used in tandem with the NDRF, which describes how the six RSFs work to support long-term recovery. Below are additional resources for housing and community development:

- Planning for Post-Disaster Recovery and Reconstruction, American Planning Association. (<https://www.planning.org/>)
- Hazard Mitigation: Integrating Best Practices into Planning, American Planning Association. (<http://www.planning.org/research/hazards/index.htm>)
- Community Planning and Development Maps (CPD Maps), HUD. This planning tool offers extensive place-based data in a user-friendly online mapping application. CPD Maps allows users to search, query, and display information by census tract to better understand their affordable housing and community development needs. CPD Maps can help to facilitate dialogue, set priorities, and target limited resources to accomplish community development and affordable housing goals. (<http://www.hud.gov/offices/cpd/about/conplan/cpdmaps/index.cfm>)
- CDBG Disaster Recovery Training, HUD. These online training materials include sessions on management of disaster recovery grants, risk analysis and monitoring, use of the Disaster Recovery Grant Reporting system, and program requirements and regulations (e.g., Davis-Bacon Act, Fair Housing Act, Environmental Compliance, and Uniform Relocation Act). This Web site also provides videos of grantees discussing how they addressed key long-term recovery issues. ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/comm\\_planning/communitydevelopment/programs/drsi/training22012](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/drsi/training22012))
- Sustainable Communities Resource Center, HUD. The online resources center provides resources on rural, tribal, and small town sustainability, housing and transportation choice, economic competitiveness, green building, regional planning, and healthy communities. (<http://www.huduser.org/portal/sustainability/resources.html>)

- National Disaster Housing Strategy, FEMA and HUD. The strategy summarizes sheltering and housing capabilities, principles, and policies that guide and inform the disaster housing assistance process. The strategy also charts the direction that disaster housing efforts have taken to better meet the disaster housing needs of individuals and communities. (<http://www.fema.gov/>)
- National Disaster Housing Task Force Practitioner Guide, FEMA. This guide provides guidance and tools to governments and entities such as the State-led Disaster Housing Task Force for developing strategies address emergency and interim housing. It also identifies preparedness and mitigation measures that enable all levels of government to better prepare for, respond to, and recover from different types and levels of disasters and resulting housing needs.
- Housing People with Disabilities Post-Disaster: Highlights issues that particularly impact people with disabilities and identifies points of concern that should be addressed by recovery planners and housing partners to support residents with disabilities.
- Long-term Community Recovery Planning Process: A Self-Help Guide, FEMA. (<http://www.fema.gov/pdf/rebuild/ltrc/selfhelp.pdf>)
- Mitigation and sustainability publications from the Mitigation Directorate, such as Planning for a Sustainable Future: The Link Between Hazard Mitigation and Livability, Rebuilding for a More Sustainable Future and the Mitigation Planning How-To series (FEMA)
- Long-term Community Recovery Tool Kit, Council of State Community Development Agencies. (<http://coscda.org/disaster/>)

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## Annex G: Infrastructure Systems

### *Purpose*

The purpose of this annex is to describe the delivery of the Infrastructure Systems core capability for the Recovery mission area.

The Infrastructure Systems core capability stabilizes critical infrastructure functions, minimizes health and safety threats, and efficiently restores and revitalizes systems and services to support a viable, resilient community. Infrastructure Systems (IS) RSF is to integrate the capabilities of the Federal Government to support local, state, tribal, territorial, and insular area governments and other public and private infrastructure owners and operators in their efforts to achieve long-term recovery goals relating to infrastructure systems.

### *Objectives and Considerations*

The goal of the infrastructure systems recovery process is to match the capacity of all infrastructure systems to a community's current and projected demand on its built and virtual environment. The IS RSF intends to pursue this course of action to the extent allowable by available resources and current program authorities. Accordingly, the end-state for IS RSF engagement occurs when infrastructure systems recovery goals are met or when IS RSF member agencies' existing programs and authorities are exhausted and/or external funding is no longer available to continue operations.

As a complement to the response and short-term recovery efforts taking place under the NRF, the IS RSF, in conjunction with the other RSFs, will work to ensure:

- Interagency and intergovernmental planning efforts inclusive of private sector infrastructure owners and operators and related service providers occur at all levels;
- Technical assistance is provided to support local, state, tribal, territorial, and insular area government efforts to identify and prioritize critical infrastructure systems and assets;
- An interagency, inter-jurisdictional recovery planning process inclusive of private sector infrastructure owners and operators is initiated soon after a declared disaster, when appropriate;
- There are expedient damage assessments and recovery prioritization of infrastructure assets to include development of courses of action for execution of temporary and/or permanent repairs, in coordination with applicable local, state, tribal, territorial, and insular area governments, as well as private sector owners and operators;
- Adequate Federal support and resources are provided to the extent possible to assist affected local, state, tribal, territorial, and insular area governments with effective community planning and redevelopment efforts;
- Legal, policy, and programmatic requirements that may potentially limit efficient recovery are identified and mitigated to the extent possible;
- The concepts of regional infrastructure resiliency are encouraged;
- Local needs and expectations contribute to a redefined state of normalcy;
- Mitigation opportunities that leverage innovative and green technologies and promote resiliency and sustainability are emphasized—this should be considered particularly in the advanced planning phase as well as throughout the recovery period;

- Funding mechanisms are continuously leveraged in an attempt to resolve identified funding gaps to the extent possible;
- Processes and policies support renewed economic activity, which encourages the recovery and return of survivors; and
- Metrics and timelines for overall restoration and recovery efforts are defined and revised as necessary.

The IS RSF will serve as the focal point for recovery coordination and planning for the 16 Critical Infrastructure Sectors systems and assets as identified in the National Infrastructure Protection Plan. However, it will be informed throughout by considerations raised by the other RSFs and may be directed by the FDRC, responsible for operational coordination of the Recovery core capabilities, to serve in a supporting role, when appropriate, for those sectors that may be better served by coordination through one of the other RSFs:

- Planning;
- Public Information and Warning;
- Operational Coordination;
- Economic Recovery;
- Health and Social Services;
- Housing; and
- Natural and Cultural Resources.

### **Infrastructure Sector Support**

The National Infrastructure Protection Plan (NIPP) establishes a partnership structure for coordination among infrastructure partners and a risk management framework to manage risks to the nation's infrastructure. The partnership and coordination structures outlined in the NIPP provide support to recovery operations as communities restore and make investment and development decisions that impact their infrastructure systems.

The Nation's critical infrastructure is composed of 16 sectors that comprise assets primarily owned and operated by the private sector. Response is focused on the immediate restoration of these critical assets to facilitate effective response activities, protect survivors, and allow for a transition to recovery. As activities transition from response, the Recovery mission area integrates the capabilities of the Federal Government to support local, state, tribal, territorial, and insular area governments and other private infrastructure owners and operators in their efforts to achieve long-term recovery goals relative to the community's current and projected demands on their infrastructure system. During steady state, the Protection mission area supports infrastructure systems and provides vital information and support during response activities.

Critical infrastructure security and resilience includes collaboration with local, state, tribal, territorial, and Federal government entities, and private critical infrastructure owners and operators to support information sharing by disseminating relevant critical infrastructure data to incident management and critical infrastructure partners in the public and private sectors. As outlined in the NIPP, Infrastructure Protection manages an extensive partnership network within the Federal Government, and between the Government and private sector critical infrastructure partners, through sector and cross-sector coordinating structures. DHS, private critical infrastructure owners and operators, coordinating councils, and information-sharing organizations (such as private sector Information

Sharing and Analysis Centers [ISACs]) engage in intergovernmental and public-private information sharing and cooperation across the spectrum of incident management activities.

**Table G-1: Infrastructure Sector Coordination and National Preparedness**

Sector	SSA	ESF	RSF	Information Sharing Advisory Council	Sector Coordinating Council	Gov. Coordinating Council	Regional Consortia		
Chemical	DHS	#10	IS	None	yes	Critical Infrastructure Cross Sector Council	Federal Senior Leadership Council		
Commercial Facilities	DHS	none		Real Estate ISAC	yes			yes	
Communications	DHS	#2		Telecom ISAC	yes			yes	
Critical Manufacturing	DHS	none		Supply chain ISAC	yes			yes	
Dams	DHS	#3		none	yes			yes	
Defense Industrial Base	DOD	none		none	yes			yes	
Emergency Services	DHS	#4, #5, #13		Emergency Management and Response ISAC	yes			yes	
Energy	DOE	#10, #12		Electricity Sector ISAC, NERC	yes			yes	
Financial Services	Treasury	none	Econ	Financial Services ISAC Financial Services -Special Operations Center	Uses separate coordinating entity			yes	SLTT Government Coordination Council
Food & Agriculture	USDA	#11	IS	none	yes			yes	
Government Facilities	GSA/DHS	ESF #7		none	none			yes	
Healthcare & Public Health	HHS	#6, #8	HSS	Healthcare ISAC	yes			yes	
Information Technology	DHS	none	IS	Information Technology ISAC	yes	yes			
Nuclear Reactors, Materials, and Waste	DHS	#12		none	yes	yes			
Transportation Systems	DHS	#1		Surface Transportation ISAC, Public Transit ISAC, Maritime ISAC	yes	Yes			
Water and Wastewater Systems	EPA	#3		Water ISAC	yes	Yes			

Table G-1 summarizes the alignment of sector coordination structures from the NIPP to ESFs and RSFs. The sector coordination structure developed under the NIPP supports the RSF structure, and does not duplicate function or responsibility. Sector Specific Agencies (SSA) typically conduct their own analysis, and provide situational awareness and planning support to RSFs. The NIPP sector coordination structures provide cross-sector and private sector coordination in support of recovery planning and operations.

**Recovery Targets**

Target statements are key outcomes expected from applying a core capability during recovery operations. The Infrastructure Systems core capability targets are as follows:

## Energy

1. Coordinate/facilitate the sharing of energy impact damage assessment data to help inform and support the understanding of good decision making for developing solutions for energy infrastructure recovery.
2. Enhance Energy Systems—facilitate improvement measures as appropriate to ensure energy infrastructure is more resilient—Intermodal transportation systems (land based trucks and maritime transportation).
3. Enhance Energy Systems—facilitate the improvement of oil storage facilities and Marine Terminal as appropriate.

## Water

1. Facilitate the sharing of information on impacts to drinking water systems and help understand current water sector needs as well as develop long-term solutions to address future disruptions.
2. Provide guidance on restoration and improving resilience and sustainability of drinking water systems in the community.

## Wastewater

1. Facilitate the sharing of information on impacts to wastewater systems and help understand current wastewater sector needs as well as develop long-term solutions to address future disruptions.
2. Provide guidance on restoration and improving resilience and sustainability of wastewater systems in the community.

## Transportation

1. Facilitate the restoration of the transportation infrastructure through damage assessment information sharing and the development of long-term resiliency solutions—work with port authority partners.
2. Restore Transportation Infrastructure Systems—restore airport facilities.
3. Restore Transportation Infrastructure Systems—facilitate the restoration of rail—full assessment and interim operating capability.
4. Restore Transportation Infrastructure Systems—restore surface—full assessment of roads, bridges, and highways and interim operating capabilities (tunnels).

## Communication

1. Facilitate the restoration of communication infrastructure, fiber optics lines, cable heads.
2. Flood risk management—this includes the appropriate use and resiliency of structures such as levees and floodwalls, as well as promoting alternatives when other approaches (e.g., land acquisition, flood proofing) reduce the risk of loss of life, reduce long-term economic damages to the public and private sector, and improve the natural environment.
3. Develop recovery exercises that examine our Nation’s capability to recover from all hazards.

## Federal Coordinating Structure

This section will introduce the key members of the IS RSF, describe critical RSF functions and activities, and summarize agency roles and responsibilities.

### Overview of IS RSF Members

Twenty different agencies/organizations, five primary agencies and fifteen supporting organizations deliver the IS Recovery core capability (See Table G-2). The U.S. Army Corps of Engineers (USACE) serves as the coordinating agency for the IS RSF. USACE will facilitate and provide coordination and oversight for the IS RSF. Its key responsibility is to ensure effective communication and collaboration among IS RSF primary agencies and supporting organizations and other partners and stakeholders that include, but are not limited to, local, state, tribal, territorial, insular area, private sector, and nongovernmental organizations. Coordinating agency responsibilities extend through the preparedness, response, and recovery phases. In order to meet these objectives, USACE designates a National Coordinator and develops an NDRF annex to its annual All Hazards Operations Order.

**Table G-2: Members of Infrastructure Systems RSF**

Infrastructure Systems
Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
<p><b>Coordinating Agency:</b> U.S. Army Corps of Engineers (USACE)</p> <p><b>Primary Agencies:</b> Department of Energy (DOE); Department of Homeland Security (DHS); Department of Transportation (DOT); Federal Emergency Management Agency (FEMA); USACE</p> <p><b>Supporting Organizations:</b> Delta Regional Authority; Department of Agriculture (USDA); Department of Commerce (DOC); Department of Defense (DOD); Department of Education; Department of Health and Human Services (HHS); DHS; Department of Housing and Urban Development (HUD); Department of the Interior (DOI); Department of the Treasury (TREAS); Environmental Protection Agency (EPA); Federal Communications Commission (FCC); General Services Administration (GSA); Nuclear Regulatory Commission (NRC); Tennessee Valley Authority (TVA)</p>

Primary Agencies are designated based on relevant authorities, roles, resources, or capabilities related to the disaster recovery of infrastructure systems. The IS RSF Primary Agencies are responsible for identifying and coordinating relevant Federal programs and capabilities to support recovery, working with local jurisdictions by participating in or coordinating interagency assessments or support teams as necessary, and providing technical assistance and information required to help communities identify recovery needs and establish infrastructure system recovery priorities.

Supporting Organizations include Federal departments and agencies with specific capabilities or resources that support the Primary Agencies in executing the IS RSF mission. These agencies will provide assistance when requested by the FDRC, consistent with their own authority and resources and/or pursuant to a mission assignment under the Stafford Act.

It is important to note the difference between the IS Recovery core capability and the IS RSF. The former is a set of abilities and resources that the Federal Government may deliver to support the recovery and resilience of infrastructure systems. The IS RSF refers to a group of Federal agencies and national organizations that have been identified in the NDRF to have authorities, expertise, and other resources applicable to infrastructure systems recovery and resilience.

Depending on a disaster's impact, the Federal disaster management leadership may deliver the IS Recovery core capability to support local, state, tribal, and territorial recovery without having to mobilize any or all of the IS RSF.

### Critical Functions and Activities

The most challenging aspects of the infrastructure systems recovery process will be helping communities secure funding, technical expertise, and/or the legal authority to initiate and execute multiple complex infrastructure projects. Due to the loss of revenue base and human capital that often accompany disaster-related evacuations, public and private sector owner/operators may not have the resources to recover infrastructure systems efficiently.

Steps that the IS RSF may take to resolve resource shortfalls include, but are not limited to, the following:

- Technical assistance for the physical assessment, planning, construction, and ultimate recovery of community infrastructure assets;
- Grants or loans to help both public and private entities finance the capital costs of recovering an infrastructure asset, and/or to finance the operational costs of the infrastructure;
- Disaster assistance programs that may reduce risk through mitigation and disaster-resilient construction; and
- Effective use of all available local, state, tribal, territorial, insular area, and Federal governments' legal authorities to support the community recovery process.<sup>16</sup>

Federal IS RSF partners activated during a disaster will be educated by, or will have access to, experts familiar with commonly used forms of governmental disaster assistance, such as FEMA's PA Grant Program. The IS RSF partners, in conjunction with other RSFs, will work to coordinate and leverage other potential sources of assistance, such as nongovernmental organization and private sector funding.<sup>17</sup>

As part of the infrastructure systems support approach, the IS RSF will encourage and assist the impacted communities to chart out how they plan to implement and finance specific steps in the infrastructure recovery process<sup>18</sup> (Figure G-1). Though this level of task-orientated specificity may not be needed in all circumstances, a general plan for financing and executing infrastructure systems recovery strategies in the RSS is essential to a successful recovery process. It also highlights the importance of leveraging all available local, state, tribal, territorial, insular area, and Federal resources to support implementation of the RSS.

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<sup>16</sup> Of particular note, in certain disasters that impact national defense or security, agencies within the IS RSF may be called on to help coordinate legal authorities, such as Title I of the Defense Production Act and the Defense Support of Civil Authorities, to help execute and prioritize critical infrastructure recovery.

<sup>17</sup> Nothing in this IS RSF annex is intended to modify, replace, or supersede the existing legal authorities, regulations, or program rules of a local, state, tribal, territorial, insular area, or Federal government entity that may assist in the infrastructure systems recovery process; nor will any IS RSF representatives have the immediate ability to modify, replace, or supersede these existing authorities, regulations, or programmatic rules.

<sup>18</sup> This is a best practice identified from a Grand Forks, North Dakota, flood recovery plan in the Government Accountability Office's report, "Disaster Recovery: Past Experiences Offer Insights for Recovering from Hurricanes Ike and Gustav and Other Recent Natural Disasters" (GAO-08-1120).

	City General Fund	City Utility Fund	CDBG	FEMA 406	FEMA 404	Other	TBD or N/A
<b>Recovery Operations—Infrastructure Rehabilitation</b>							
Task Op. 9.1 Clean-up and repair of street lights, signal lights, and school beacons. (10/15)	X			X		State	
Task Op. 9.2 Patch/fill pot holes, repair catch basins and manhole washouts. (8/31)	X			X		State	
Task Op. 9.3 Initiate repairs of sidewalks, bike paths and berms. (7/15)	X			X		State	
Task Op. 9.4 Initiate street sweeping program. (7/15)	X			X		State	
Task Op. 9.5 Obtain franchises to rehab damaged classified/non-classified streets. (8/1)	X			X		FHWA, State	
Task Op. 10.1 Develop contract to continue the City's debris removal program. (7/15)	X			X			
Task Op. 10.2 Coordinate with FEMA to complete DSR for debris removal. (7/31)				X			
Task Op. 11.1 Complete repairs to stormwater collection lines and lift stations. (9/1)		X		X		State	
Task Op. 11.2 Complete southend drainway. (10/98)		X				State	
Task Op. 11.3 Initiate long-term systems rehab, cleaning/televising of collection lines. (9/30)		X		X		State	
Task Op. 12.1 Complete repairs to wastewater collection lines and lift stations. (9/1)		X		X		State	
Task Op. 12.2 Initiate long-term systems rehab, cleaning/televising of collection lines. (9/30)		X		X		State	
Task Op. 13.1 Repair intakes, transportation lines, pump stations, pre-treat, and reclamation facilities. (10/1)		X		X		State	
Task Op. 13.2 Complete technical study/pre-preliminary plan for water treatment plant. (10/1)		X		X		State	
Task Op. 13.3 Initiate preliminary engineering for water treatment plant and other key projects. (11/1)		X					
Task Op. 13.4 Repair/replace meters, maintain, facilities, water distribution maintenance. (10/1)		X		X		State	
Task Op. 13.5 Complete 2-mile limit drainage master plan for future development. (11/1)		X		X		State	

Source: City of Grand Forks, North Dakota.

Note: "CDBG" refers to the Department of Housing and Urban Development's Community Development Block Grant Program, "FEMA 406" refers to FEMA's Public Assistance Grant Program, "FEMA 404" refers to FEMA's Mitigation Grant Program, and "FHWA" refers to the Federal Highway Administration.

Figure G-1: Excerpt from the Financing Matrix in Grand Forks' Recovery Plan

There are five key critical functions and activities that are undertaken by the IS RSF to ensure a successful community recovery: (1) Convene Recovery Support Function, (2) Coordinate Linkages and Interdependencies, (3) Provide Technical Assistance, (4) Support Implementation of Local and State Recovery Plans, and (5) Transition to Steady State. These five items are discussed in the following sections.

**Convene Recovery Support Function**

When directed by the FDRC, the IS RSF is activated to support communities as they plan for, manage, and execute the infrastructure systems recovery process following a declared disaster. The course for effective recovery is set by decisions made and actions taken in the initial phases of disaster response. Some of the IS RSF agencies will be activated in the initial response phase in support of the NRF and accomplishment of ESFs and NRF support annex missions. This pre-recovery NRF organization is crucial to ensuring a seamless transition to recovery.<sup>19</sup>

The scale of Federal IS RSF resources, both technical and human, will depend on the characteristics and scope of the disaster. The IS RSF will coordinate available Federal resources to accomplish

<sup>19</sup> The duties and skill sets of agency representatives deployed in the response/ESF environment may be much different than those required in the recovery/RSF environment. Therefore, it is important that IS RSF organizations are prepared to deploy agency representatives who are well-versed in the IS RSF responsibilities as well as their respective recovery programs, authorities, and capabilities.

infrastructure recovery during all activations through whatever means are available given the context of the disaster.

### ***Coordinate Linkages and Interdependencies***

Maintaining proper communication practices and information sharing standards with the relevant local, state, tribal, territorial, and insular area governments, as well as the private sector, is a crucial element of all IS RSF actions. In keeping with the principles of the NDRF, this RSF is designed to support the local communities in charge of the recovery process. As such, any information produced or gathered by this IS RSF shall be shared with local, state, tribal, territorial, and insular area governments and the private sector to the greatest extent possible under the law.<sup>20</sup> Once activated, the coordinating and Primary Agency Federal partners of the IS RSF shall designate a point of contact based either locally at a field office or remotely to handle any information requests that may arise during recovery.<sup>21</sup>

As required by the scope and magnitude of the disaster, activated members of the IS RSF will host regular in-person or remote meetings of identified stakeholders during the post-disaster recovery process. As required, these meetings will typically include representatives from local, state, tribal, territorial, insular area, and Federal government departments and agencies, as well as critical infrastructure owners/operators and/or professional associations with an interest in the impacted area.

These meetings will serve as a forum for discussing next steps in the course of action taken by the IS RSF, which is described below. Additionally, the meetings will allow concerns, questions, and comments raised by infrastructure stakeholders to be discussed and resolved in a transparent fashion.

In addition to coordinating with other Recovery core capabilities, the IS RSF must also work closely with its ESF counterparts to ensure coordination and synergy between response and recovery capabilities. The IS RSF complements and informs the short-term recovery efforts that take place under the NRF. Upon activation, IS RSF members will engage with their ESF counterparts in order to shape long-term recovery actions. The IS RSF engages with several ESFs, including: ESF #1 (Transportation—Department of Transportation); ESF #2 (Communications—DHS/Office of Cybersecurity and Communications, Office of Emergency Communication and National Coordinating Center for Communications ); ESF #3 (Public Works and Engineering); ESF #12 (Energy—Department of Energy); and, as applicable, ESF #8 (Public Health and Medical Services—Department of Health and Human Services) and ESF #10 (Oil and Hazardous Materials Response—Environmental Protection Agency). As the ESF Response missions wind down, the priority of effort will shift to the IS RSF team facilitation of long-term recovery operations. The goal of the IS RSF is to ensure a seamless transition between response and recovery phases.

### ***Provide Technical Assistance***

One of the core activities for the infrastructure systems RSF is to help communities develop an approach to support infrastructure systems recovery, which will be unique to each community or regional situation. A plan may be developed for a single community or multiple communities or regions with distinct community-specific sub-plans, as appropriate and required. These sub-plans

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<sup>20</sup> Any classified information shall be shared only with individuals with proper clearance and a need to know. When working with private critical infrastructure owners and operators, the IS RSF will act in accordance with all necessary regulations, especially 6 C.F.R. Part 29, “Procedures for Handling Critical Infrastructure Information,” which implements the Critical Infrastructure Information Act of 2002.

<sup>21</sup> Activation of IS RSF agency members is contingent upon receipt of a FEMA MA, as there is currently no funding in place for pre- or post-disaster recovery planning. Given the long-term nature of recovery, it is expected that an interagency agreement may be needed to define and fund the IS RSF after the initial MAs expire.



may vary in levels of complexity but should be coordinated across jurisdictions to facilitate an efficient recovery of the whole regional infrastructure system.

The specific breadth and complexity of content in each plan will be determined by the impacted communities. However, the Federal partners of the IS RSF will follow the general principles listed below to help guide the development of the IS RSF support approach. As these plans are developed, the IS RSF will coordinate with the other RSFs to facilitate and minimize conflicts and ensure an integrated development.

The plan should be:

- A mechanism that allows private and public sector partners to jointly plan the long-term infrastructure system recovery in a holistic manner;
- Flexible and adaptable as new information becomes available or circumstances change within or outside the scope of the IS RSF support approach;
- A living document that is revised as needed during the recovery process; and
- A strategic guidance document that identifies;
  - The end-state level of capacity that the community realistically needs from its physical and virtual infrastructure systems;
  - Achievable intermediate objectives prior to reaching end-state (ways to “make do” while recovery progresses);
  - The major phases of the infrastructure systems recovery process, with varied levels of task specificity dependent upon the requirements of the communities involved;
  - Anticipated significant impediments, whether technical, resource, or political in nature, that require resolution in each phase of the recovery process;
  - Processes for incorporating the concepts of resiliency and sustainability to help reduce the likelihood of future infrastructure damage and loss;
  - Types of disaster assistance and programs that may be leveraged to execute infrastructure systems recovery; and
  - Points of contact in various levels of government for further communication needs.

The plan should not be:

- A detailed infrastructure systems engineering or design plan;
- A discussion of the complex industrial steps required to recover, repair, or rebuild each damaged infrastructure asset; or
- A legal contract that requires actions by any governmental or private entity mentioned.

### ***Support Implementation of Local and State Recovery Plans***

The IS RSF, in coordination with the FDRC and the other RSFs, will work with impacted communities to develop a comprehensive recovery needs assessment report. In some circumstances, a particular infrastructure asset can have greater value to the region or Nation than it has to the

community in which it is located.<sup>22</sup> Therefore, IS RSF partners will work together to balance national, regional, and local priorities for infrastructure recovery.

The IS RSF will take full advantage of existing infrastructure data, pre-incident studies, and post-incident response-phase damage assessments to develop the infrastructure systems recovery needs assessment. The analysis of the recovery needs assessment should communicate the condition of the varied infrastructure systems in relatable terms. For example, a community may choose to use a 1 (low) to 10 (high) scale of “recovery need” when assessing its infrastructure assets. Therefore, if a particular bridge is at a Level 8, it is commonly understood by recovery planners that the magnitude of recovery need is greater than a power plant with a Level 6.

Assessment scales will have varying levels of complexity depending on the needs of the community, but all scales should facilitate simple comparisons across infrastructure systems (e.g., transportation, power, water, and communications). At a basic level, the assessment scale should account for the level of damage to the asset compared with its pre-disaster state. At a more complex level, the assessment scale should account for such factors as the criticality of the asset to the community, what measure of time and resources would be required to recover the asset to a fully operational state, if temporary repairs can be made to the asset that raise its capacity to serviceable standard, and if there are alternative/redundant assets that can be improved to compensate for the damage to the asset. The Federal partners of the IS RSF will provide technical assistance to the communities in this infrastructure assessment and analysis process.

As the IS RSF matures, tools designed to assist decision makers may become available that help identify and adjudicate these local, state, tribal, territorial, insular area, national, and regional infrastructure system recovery priorities. Determining these priorities/objectives and the proper sequence for executing them is a critical factor to the success of the IS RSF support approach. If additional data is needed to formulate an effective IS RSF support approach, a task force will be formed with relevant subject matter experts to conduct further impact assessments. In all circumstances, the IS RSF, as well as the other RSFs, will strive to limit the burden on communities. In order to support the community in implementing and monitoring the IS RSF support approach, the IS RSF will perform the following activities:

- Help modify the resource chart of the plan (example shown in Figure G-1), as mid-course corrections and challenges arise;
- Assist the community in reprioritizing the stages of the infrastructure systems recovery process as new community demands arise; and
- Facilitate scheduled conference calls and site visits, as needed, with infrastructure stakeholders to address the progress of recovery.

### ***Transition to Steady State***

Transition to the steady state begins with completion of the RSS and initial implementation of the IS RSF support approach. The IS RSF will monitor the delivery of Federal program assistance to maximize support to the community and minimize the potential for waste, conflicts and confusion. It will also work with the state to assist the community in measuring the progress of long-term recovery against established goals and milestones, to identify additional support required and make necessary course adjustments.

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<sup>22</sup> For example, consider a natural gas supply pipeline that runs underground from one end of a town to the other, on its way to another community. While this pipeline may have lesser value to that town, it has tremendous value to its end destination. The value of this pipeline must be prioritized and accounted for in the community’s recovery plan.

As seen above, the IS RSF will continue to coordinate and monitor the implementation of the IS RSF support approach throughout the recovery process. However, as the recovery effort stabilizes, IS RSF personnel can be expected to return to their normal offices to continue RSF operations. Regardless of their location, ongoing communication among local, state, tribal, territorial, insular area, and Federal governments and private sector agencies will remain a priority of the IS RSF.

### Agency Roles and Responsibilities

As previously noted, the NDRF seeks to use the whole-community approach to formulate and enact a long-term recovery plan. This approach relies on utilizing the strengths and capabilities of local, state, tribal, territorial, insular area, and Federal governments and the private sector. Depending on the disaster’s impact (particularly on local recovery capabilities and capacities), the IS RSF may not be fully mobilized or at all. However, assuming that all agency members of the entire IS RSF were to be deployed to support the recovery, the series of succeeding tables outlines the roles and responsibilities of each agency member, working in conjunction with the IS RSF, to establish an infrastructure recovery plan that addresses the challenges and concerns unique to each community.

**Table G-3: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <li>➤ Provides direct and technical assistance for repair of flood risk damage reduction projects, and other civil works projects, as appropriate, per USACE authorities and programs.</li> <li>▪ Convenes the RSF and formalizes communications/meetings with the IS RSF.</li> <li>▪ Maintains communication within the IS RSF and with other RSFs and develops an action plan to avoid duplication of efforts.</li> <li>▪ Facilitates the prioritization of infrastructure systems recovery efforts considering their regional and national-level impacts.</li> <li>▪ Monitors supported and implemented recovery programs.</li> <li>▪ Represents IS RSF at the national level and at JFO.</li> <li>▪ Activates and deploys recovery personnel.</li> <li>▪ Provides technical expertise of the public works and waterways infrastructure systems.</li> </ul>

**Table G-4: RSF Primary Agency Functions**

Primary Agency	Functions
Department of Energy	<ul style="list-style-type: none"> <li>➤ Serves as the Energy Sector-Specific Agency and coordinates between and among local, regional, state, tribal, territorial, insular area and Federal governments and industry or private sector stakeholders.</li> <li>➤ Coordinates with the Pipeline and Hazardous Materials Safety Administration to ensure safety and reliability of natural gas pipelines.                             <ul style="list-style-type: none"> <li>▪ Provides technical expertise regarding utilities, infrastructure, and energy systems.</li> </ul> </li> </ul>
Department of Homeland Security	<ul style="list-style-type: none"> <li>➤ Coordinates multi-directional information sharing efforts across the critical infrastructure community, providing stakeholders with timely and relevant information to support and inform recovery activities through its Sector-Specific Agencies and subject matter experts.</li> <li>➤ Provides technical expertise in cybersecurity and incident recovery activities from the National Cybersecurity and Communications Integration Center to enable real-time, integrated, and operational actions across federal and non-federal entities; facilitate cross-sector coordination to address risks and incidents that may be related or could have consequential impacts across multiple sectors; conduct and share analysis; and provide risk management, and security measure recommendations.</li> <li>➤ Provides assistance from the National Infrastructure Coordinating Center, the Infrastructure Protection Resources, and the National Infrastructure Simulation and Analysis Center.                             <ul style="list-style-type: none"> <li>▪ Provides information, technical expertise, and analytical support addressing critical infrastructure interdependencies; physical and cyber vulnerabilities; and recommended protective measures in close coordination with public and private sector critical infrastructure owners and operators through Sector-Specific Agencies and subject matter experts.</li> <li>▪ Provides technical expertise through coordination with Protective Security Advisors.</li> <li>▪ Implements the Chemical Facilities Anti-Terrorism Standards program, regulates the security of high-risk chemical facilities and has regionally based inspectors.</li> <li>▪ Leads research and development of resilient infrastructure technologies that can minimize the downtime of essential infrastructure services.</li> </ul> </li> </ul>
Department of Transportation	<ul style="list-style-type: none"> <li>➤ Administers transportation assistance programs/funds that can be used for repair or recovery of transportation systems.                             <ul style="list-style-type: none"> <li>▪ Provides technical assistance in long-range planning and engineering of transportation infrastructure systems.</li> </ul> </li> </ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>➤ Provides technical and financial assistance regarding program eligibility, application processes and project requirements (PA Grant Program) and funds Federal missions.                             <ul style="list-style-type: none"> <li>▪ Evaluates the status of emergency preparedness capabilities of local, state, tribal, territorial, and insular area governments in the vicinity of commercial nuclear power plants prior to restart.</li> </ul> </li> </ul>
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <li>▪ See Table G-3.</li> </ul>

Table G-5: RSF Supporting Organization Functions

Supporting Organization	Functions
Delta Regional Authority	<ul style="list-style-type: none"> <li>▪ Works to improve the lives of residents in parts of Alabama, Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee.</li> <li>▪ Leverages investments made by other Federal departments, local, state, tribal, and territorial partners, and private entities.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides consultation and advocacy for transportation infrastructure improvements.</li> <li>▪ Promotes opportunities to develop or use clean energy.</li> </ul>
Department of Agriculture	<ul style="list-style-type: none"> <li>➤ Provides technical assistance and identifies current Department of Agriculture-financed utility system infrastructure and programs (electric, telecom, water, and waste) that may be utilized for recovery, including determinations of eligibility, application processes, and project requirements.</li> <li>➤ Provides technical assistance and economic, physical damage assessment on agriculture infrastructure (crops, soils, livestock, meat, poultry, processed egg products, agricultural processing facilities, and on the agricultural supply).</li> <li>▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate.</li> <li>▪ Executes agency mission during disaster recovery, supporting agriculture infrastructure and rural utilities.</li> <li>▪ Leverages investments made by other Federal departments, local, state, tribal, and territorial partners and private entities.</li> </ul>
Department of Commerce	<ul style="list-style-type: none"> <li>➤ Supports recovery efforts through building science expertise (National Institute of Standards and Technology).</li> <li>➤ Supplies foundational geospatial infrastructure data and technology (National Oceanic and Atmospheric Administration).</li> <li>▪ Acquires and rapidly disseminates a variety of geospatially referenced remote-sensing data and imagery to support disaster response and recovery (National Oceanic and Atmospheric Administration).</li> </ul>
Department of Defense (Other Services)	<ul style="list-style-type: none"> <li>➤ Provides expertise in construction management, contracting, real estate services, and implementation and management of Federal infrastructure recovery programs.</li> </ul>
Department of Education	<ul style="list-style-type: none"> <li>▪ Provides guidance on the recovery of public and private education facilities.</li> </ul>

Supporting Organization	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> <li>▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community.</li> <li>▪ Provides technical assistance to Food and Drug Administration-regulated biologics device, drug, animal feed, and human food establishments to protect public health.</li> <li>▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure.</li> <li>▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for HHS programs as applicable under existing authorities.</li> <li>▪ Provides technical assistance as related to the recovery of public and private healthcare service delivery infrastructure.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Department of Homeland Security	<ul style="list-style-type: none"> <li>▪ See Table G-4.</li> </ul>
Department of Housing and Urban Development	<ul style="list-style-type: none"> <li>➤ Provides assistance for housing, infrastructure, mortgage financing, public housing repair, and reconstruction.</li> <li>▪ Provides building technology technical assistance.</li> </ul>
Department of the Interior	<ul style="list-style-type: none"> <li>➤ Provides technical assistance and contract management expertise for natural, cultural, and historic properties.</li> <li>➤ Provides technical assistance on hazards, risk assessment, and geospatial support for geologic hazards (U.S. Geological Survey).</li> <li>▪ Provides engineering support to assist in construction of dams, levees, water delivery facilities, and structures.</li> </ul>
Department of the Treasury	<ul style="list-style-type: none"> <li>▪ Provides technical advice on public and private partnerships in constructing infrastructure systems, payment systems, and financial flows.</li> </ul>
Environmental Protection Agency	<ul style="list-style-type: none"> <li>➤ Provides technical advice and assistance on water and wastewater infrastructure projects.</li> <li>▪ Provides technical assistance for using environmentally sound and sustainable approaches in building infrastructure systems.</li> </ul>
Federal Communications Commission	<ul style="list-style-type: none"> <li>▪ Provides communications infrastructure data.</li> <li>▪ Maintains trained personnel to support interagency emergency response and support teams; additionally, be prepared to conduct damage assessments.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides supplies, facility space, telecommunications support, transportation services, and contracting services through a centralized acquisition channel to rebuild infrastructure systems.</li> </ul>
Nuclear Regulatory Commission	<ul style="list-style-type: none"> <li>▪ Assists in providing data, expertise, and technical assistance in nuclear power infrastructure recovery.</li> <li>▪ Evaluates the emergency preparedness capabilities of commercial nuclear power plants prior to restart.</li> </ul>

<b>Supporting Organization</b>	<b>Functions</b>
Tennessee Valley Authority	<ul style="list-style-type: none"><li>▪ Provides personnel and technical expertise to assist in the recovery of utilities infrastructure.</li><li>▪ Supplies critical replacement parts and equipment as requested.</li></ul>

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## Annex H: Natural and Cultural Resources

### *Purpose*

This annex describes the delivery of the Natural and Cultural Resources (NCR) core capability for the Recovery mission area.

The NCR core capability provides protection for natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions. The objectives of these actions are to preserve, conserve, rehabilitate, and restore these resources in alignment with post-disaster community priorities and best practices and in compliance with appropriate EHP laws and executive orders. The NCR core capability relies on principles of sustainable and disaster resistant communities and activities that protect natural and cultural resources. Recovery core capabilities are primarily, but not exclusively, delivered by the Federal Government through the RSFs.

This section provides guidance for primary and supporting agencies and organizations conducting activities under the NCR RSF. These activities include coordinating disaster recovery with local, state, tribal, territorial, and insular area communities and connecting these communities to available resources or programs that assist the long-term recovery of damaged or destroyed natural and cultural resources.<sup>23</sup> By focusing on long-term natural and cultural resources recovery activities, the NCR core capability annex aligns with NDRF guidance and complements the response and short-term recovery efforts that take place under the NRF.

To amplify their effectiveness, the organizations active in the NCR RSF may partner with local, state, tribal, territorial, and insular area governments, nongovernmental organizations, nonprofit organizations, the private sector, and individuals in disaster-stricken communities. Through partnering, these organizations are able to leverage capacity, potential funding, and other resources to help communities address at-risk and affected natural and cultural resources with long-term solutions. The NCR RSF operates in recognition that some existing Federal programs may be available to assist local recovery efforts. In addition, some Federal agency offices, either located within or with jurisdiction over the disaster-impacted area, may have a role to play in assisting local recovery efforts.

### *Objectives and Considerations*

This section identifies objectives and considerations for the recovery process that have been observed during previous disaster recovery efforts, and presents options for providing assistance that can be tailored to specific disaster-impacted communities. While the lists provided are not exhaustive, they do provide a starting point for the FDRC, NCR RSF partners, and the local community to begin recovery operations.

### **Mission**

The mission of the NCR RSF, as stated in the NDRF, is to “integrate Federal assets and capabilities to help state and tribal governments and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents.”

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<sup>23</sup> “Cultural Resources” includes historic properties as well as historic/cultural resources such as documents, art, and audiovisual materials.

As stated in the NDRF, the NCR RSF facilitates the extension of expertise from Federal departments, agencies, and partners, so that:

- Considerations related to the management and protection of natural and cultural resources, community sustainability, and compliance with environmental planning and historic preservation requirements can be incorporated into long-term recovery efforts;
- State and tribal governments and local communities can be ready to address post-disaster long-term NCR recovery needs;
- Programs that support disaster recovery, technical assistance, and data sharing are capable of better coordination; and
- Post-disaster NCR coordination needs can be identified and conducted.

### Natural Resources

Table H-1 and the descriptions that follow, present the opportunities and challenges that natural resource stakeholders—RSF partners, local, state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses, and individuals—may face during recovery. The ability of the NCR RSF to coordinate these challenges and opportunities is dependent on the successful execution of MAs or the availability of existing funding.

**Table H-1: Natural Resources Objectives and Considerations**

<b>Objectives</b>	<ul style="list-style-type: none"> <li>▪ Early integration of environmental staff</li> <li>▪ Early coordination with local, state, tribal, territorial and insular area entities</li> <li>▪ Using programmatic agreements</li> <li>▪ Incorporating environmentally friendly designs</li> <li>▪ Integrating sustainable planning elements</li> <li>▪ Consideration of lowest cost options</li> </ul>
<b>Considerations</b>	<ul style="list-style-type: none"> <li>▪ National Environmental Policy Act (NEPA) requirements</li> <li>▪ State environmental policy requirements</li> <li>▪ Best management practices</li> <li>▪ Endangered Species Act (ESA) issue avoidance</li> <li>▪ Funding</li> </ul>

### *Objectives*

- Integrate environmental staff knowledgeable in natural resources and environmental regulatory requirements early in a disaster recovery planning process to:
  - Address potential environmental or regulatory issues;
  - Identify potential problems or regulatory process bottlenecks; and
  - Improve efficiency.
- Achieve early coordination between regulatory agencies and local, state, tribal, and territorial agencies to alleviate subsequent project delays and identify Federal funding constraints.
- Develop pre-existing (pre-disaster) programmatic agreements between NCR agencies to facilitate post-disaster recovery options.

- Provide assistance to jurisdictions regarding the applicability of environmentally friendly design to guide recovery projects. (For example, projects that require work in or near sensitive habitats, surface waters, and wetlands may require integration of environmental mitigation design elements to mitigate a project's detrimental natural resource effects. Similarly, some communities may not have the expertise required to incorporate bio-engineering elements into their projects. Outside resources, such as contract support, may be needed.)
- Integrate sustainable planning elements to provide a multi-disciplined effort that includes consideration of long-term environmental effects to natural resources, integration of open space and sensitive resources, and community well-being. This promotes the principles of sustainable and disaster resistant communities through the protection of natural resources such as coastal barriers and zones, floodplains, wetlands, and other natural resources critical to risk reduction. For this to occur, a natural resource specialist is needed early in the discussion of community recovery options.
- Achieve cost efficient options. Additional costs to meet required mitigation or permit conditions could be outside the Federal budgeting process unless specifically required to meet the Federal resource agency mandates. Early determination of potential costs and budget responsibility will aid the environmental documentation and review process. In addition, it should be made clear early in a recovery program that any long-term environmental monitoring or other permit conditions are the responsibility of the jurisdiction or public entity, not the Federal Government.

### *Considerations*

- **NEPA requirements.** NCR staff should be familiar with NEPA and how the FEMA region implements these requirements. Early coordination by NEPA experts will enable an efficient documentation process and avoid unanticipated delays in applicable agency coordination or project design changes, to minimize environmental effects.
- **State environmental policies.** NCR staff should either be familiar with or work with the state to understand how state policies (e.g., state listed species) may impact recovery planning efforts. Additionally, they should understand how state policies may relate to Federal policies (i.e., understand how one may be stricter than another with respect to specific environmental concerns).
- **Best management practices.** NCR staff should also be knowledgeable of best management practices as they relate to recovery projects that could have environmental impacts. More importantly, they must convey to local stakeholders the importance of incorporating these practices as projects are developed.
- **ESA issue avoidance.** NEPA and ESA compliance can occur on parallel tracks, but ESA consultation must be executed prior to completion of the NEPA process. Early identification of any ESA issues and coordination with the appropriate Federal agencies is essential. ESA issues will vary greatly among regions and states.
- **Funding.** Funding for programs is a major consideration for the recovery of NCR. Funding cycles, as well as the general state of funding availability, may affect the availability of multiple agencies' funding for programs.

### **Cultural Resources**

Table H-2 and the descriptions that follow, present the opportunities and challenges that cultural resource stakeholders—RSF partners, local, state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses, and individuals—may face during recovery. The ability of the

NCR RSF to coordinate these challenges and opportunities following a disaster is dependent on the successful execution of MAs or on the availability of existing funding.

**Table H-2: Cultural Resources Objectives and Considerations**

<b>Objectives</b>	<ul style="list-style-type: none"> <li>▪ Identifying funding sources pre-disaster</li> <li>▪ Using programmatic agreements</li> <li>▪ Coordinating with other RSFs</li> <li>▪ Integrating specialists with specific preservation expertise</li> <li>▪ Leveraging The Federal Historic Preservation Tax Incentives program</li> </ul>
<b>Considerations</b>	<ul style="list-style-type: none"> <li>▪ Damage to culturally and historically significant materials</li> <li>▪ Loss of documentary evidence and/or essential records</li> <li>▪ Lack of disaster preparedness by museums, libraries, and other repositories, (including zoos and aquariums)</li> <li>▪ Lack of resources by the private sector, nonprofits, and individual owners</li> <li>▪ Impediments to data sharing</li> <li>▪ Funding gaps</li> <li>▪ National Historic Preservation Act (NHPA) requirements</li> </ul>

***Objectives***

- Identify funding sources, pre-disaster for cultural resource needs (e.g., artifact conservation, building rehabilitation, document recovery, archaeological site preservation).
- Provide post-disaster Federal assistance in completing surveys and National Register of Historic Places (NRHP) designations to prevent inappropriate repairs affecting historic integrity of a place or district.
  - Focus on those resources eligible to receive Federal funding or assistance.
  - For other structures, provide appropriate Federal technical assistance, such as assistance via the telephone, web, or other publications.
  - State and nongovernmental organization technical assistance and funding may be available.
- Explore opportunities to use programmatic agreements and pre- and/or post-disaster coordination with funding resources to expedite processes and allow property owners to restore their property in a more expedient manner. If a programmatic agreement or other coordination vehicle is not in place, the local, state, tribal, territorial, and/or insular area nonprofits may step in to provide expertise and guidance.
- Coordinate with other RSFs to provide valuable information on cultural resources. For example, the Housing RSF may coordinate housing resource fairs and other workshops, which would serve the NCR RSF as a point of distribution. Information could also be disseminated through a full-time housing resource center if one is set up. Following Hurricanes Katrina and Rita, pattern books<sup>24</sup> and other guidance documents were made available to the public in Mississippi and

<sup>24</sup> As stated on page one of Houses from Books: The Influence of Treatises, Pattern Books, and Catalogs in American Architecture, 1738-1950 (Daniel D. Reiff, Dec 19, 2000), “The printed architectural book, whether a sophisticated treatise or a modest builder’s manual, is now abundantly recognized as a significant factor in the history of buildings.”

Louisiana to help decision making about the kinds of repairs/rebuilds they might make to their homes. Information about funding sources may also be made available to the public.

### ***Considerations***

- Specialists who understand compliance requirements for cultural/historical resources do not necessarily know the Secretary of the Interior Standards (e.g., for rehabilitation), nor do they always know about preservation programs and funding sources. Bringing in specialists with specific preservation expertise will help ensure preservation standards are met. Other specialists (such as grants and tax credit specialists) can be brought in to focus on funding issues. These specialists may come from a number of sources, including the Federal Government, the State Historic Preservation Office (SHPO), and nongovernmental organizations, such as the American Institute of Architects, the National Trust for Historic Preservation, the Advisory Council on Historic Preservation, and the American Institute for Conservation. The Federal Historic Preservation Tax Incentives program supports the rehabilitation of historic and older income-producing structures. Historic buildings are eligible for a 20 percent Federal tax credit if listed individually in the NRHP or as a contributing building to a National Register-listed or certified state or local historic district. Also, historic rehabilitations must meet the Secretary of the Interior's Standards for Rehabilitation. Non-historic, nonresidential buildings built before 1936 are eligible for a 10 percent Federal tax credit. From time to time, Congress has increased these credits for limited periods for the rehabilitation of buildings located in areas affected by natural disasters. Many states also have similar state tax credit programs. Individual property owners may not know if their properties are already eligible; have the resources or expertise to nominate their property/properties to become eligible; be aware the tax credit program exists; or know how to obtain tax credits. Misunderstandings exist about the meaning of having a property listed; providing more information about the benefits of listing, as well as the tax credit program, can be useful.
- Collections of cultural and historic significance might be damaged in disasters. These holdings—including irreplaceable books, documents, photographs, audio-visual records, art, artifacts, and animals (including endangered species)—could represent a community's heritage and provide a focus for tourism. Their preservation is critical to both economic recovery and community resilience. Early coordination also helps communities, state, and tribal governments consider and leverage opportunities inherent in recovery to mitigate impacts to environmental or cultural resources.
- Museums, libraries, zoos, and other cultural institution collections are often dependent on grants and other funding and are not always well prepared for disaster (e.g., although they should, they do not always have emergency plans in place). In the past, FEMA has helped state-run or eligible nonprofits, (e.g., New Orleans Museum of Art and Fort Jackson), but not all nonprofits are eligible for FEMA assistance. These institutions are often dependent on help from the preservation community or organizations and agencies such as the National Endowment for the Humanities, SHPOs, and the National Trust for Historic Preservation. It is important that these types of institutions understand both NRF and NDRF concepts and how they can be implemented to leverage resources. Additional information can be found in the Guide to Navigating FEMA and SBA Disaster Aid for Cultural Institutions.
- Private nonprofits and individual owners or businesses are not always able to find the resources to rehabilitate or restore their historic properties. These properties can contribute to the economic

health<sup>25</sup> of the town (especially those on “Main Street”). If they cannot be rebuilt or restored (or are rebuilt or restored in a way that negatively affects the historic integrity and detracts from downtown), the ability of the community to recover from disaster may be hampered. Private sector operators of business on or in natural resources or cultural properties may play an important part of the local economy. For example, tourist economies are often predicated on a natural resource such as a beach or a cultural landmark.

- There are several potential impediments to effective data sharing. Information on cultural resources is stored in different ways in each state. The information may be located at a clearinghouse run by the state, a university or a museum. In some cases, the information is kept by an often overwhelmed SHPO and/or Tribal/Territorial Historic Preservation Office (THPO). The information might be in hard copy or electronic form. Mapped information might be in a GIS format, but the platform varies. Different types of information are also collected by each state, so comparing data could be problematic. These variables make analysis very difficult to accomplish quickly. Control of the information is also an issue, as much of it is considered sensitive data only to be shared with professionals, universities, or other predetermined parties. Finally, most of the available data on cultural resources comes from studies resulting from a need for NEPA or NHPA compliance. These studies only look at the project area, so there may be important resources that have not been identified or inventoried. For this reason, it is very important to include local expertise during assessments, in order to learn what those unidentified resources are.
- Some funding gaps could occur when FEMA PA funding does not cover a particular aspect of a historic property. For example, tornadoes touched down in the Nashville, Tennessee, area in 1998, felling thousands of trees. More than 1,000 trees on the Hermitage plantation, Andrew Jackson’s home, were damaged or felled. Tree and shrub replacements are normally not eligible for FEMA PA funding; however, many of these trees were more than 150 years old and were considered important elements of the NRHP- and National Historic List-listed property. Other Federal agencies and volunteer efforts were needed to bridge the gap. Further funding gaps can occur because a particular private nonprofit does not qualify for FEMA PA funding (e.g., an old theater used for performing arts in Milton, Florida, was damaged by Hurricane Ivan and had to rely on non-Federal funding to conduct repairs). Partnerships and resource coordination have helped fill these gaps.

## ***Recovery Targets***

The Federal agencies would be prepared to deliver the NCR core capability for the Recovery mission area and develop recovery-specific target statements with the input of partnering agencies and organizations. Target statements are key outcomes expected from applying a core capability during recovery operations. The target statements listed below supplement those outlined in the National Preparedness Goal.

1. Provide integrated Federal technical, program, and regulatory assistance to build local, state, tribal, territorial, and private sector, capacity to support local recovery priorities for preserving, conserving, rehabilitating, and restoring impacted natural and cultural resources.

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<sup>25</sup> American Planning Association Policy Guide on Historic and Cultural Resources, 1997, and Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader’s Guide*. National Trust for Historic Preservation; 2nd Edition, March 1, 2005.

2. Coordinate and facilitate the sharing and integration of information on impacts to natural and cultural resources to aide in understanding recovery needs and to support sound decisions by impacted stakeholders.
3. As part of the RSS, identify resources and programs (Federal and other) that can be leveraged to support development and implementation of effective, resilient, and sustainable strategies.
4. Educate local communities on best practices (e.g., establishment of recovery task forces), available community-specific cultural and natural resource organization networks, environmentally-friendly designs, and mitigation actions to reduce future environmental impact, preserve sensitive resources, and enhance community resilience.

## Federal Coordinating Structure

### Overview of Partners

Table H-3 defines the NCR RSF Coordinating Agency, Primary Agencies, and Supporting Organizations. Further explanation of their respective roles within the RSF is provided later in this section.

**Table H-3: Members of the NCR RSF**

Natural and Cultural Resources
NCR RSF facilitates the integration of capabilities of the Federal Government to support the protection of natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with applicable EHP laws and Executive Orders.
<p><b>Coordinating Agency:</b> Department of Interior (DOI)</p> <p><b>Primary Agencies:</b> DOI; Environmental Protection Agency (EPA); Federal Emergency Management Agency (FEMA)</p> <p><b>Supporting Organizations:</b> Advisory Council on Historic Preservation; Corporation for National and Community Service; Council on Environmental Quality; Delta Regional Authority; Department of Agriculture (USDA); Department of Commerce (DOC)/ National Oceanic and Atmospheric Administration (NOAA); Department of Homeland Security (DHS)/National Protection and Programs Directorate (NPPD); General Services Administration (GSA); Heritage Emergency National Task Force; Institute of Museum and Library Services; Library of Congress; National Archives and Records Administration; National Endowment for the Arts; National Endowment for the Humanities; U.S. Army Corps of Engineers (USACE)</p>

The DOI is the Coordinating Agency for the NCR RSF. The Office of Environmental Policy and Compliance fulfills this role for DOI. When the Coordinating Agency accepts a reimbursable MA from FEMA, it facilitates effective communication and coordination among NCR RSF Primary Agencies, Supporting Organizations, and other partners and stakeholders. These other stakeholders include, but are not limited to, the corresponding local, state, tribal, territorial, insular area government; nongovernmental organizations; and the nonprofit and private sector that comprise the disaster-affected community. This coordination is intended to minimize the potential for duplicative efforts, confusion, and unnecessary burdens on the local, state, tribal, territorial, and insular area community. The RSF facilitates the capability of the local, state, tribal, territorial, and insular area leadership in disaster-impacted communities to take ownership of the recovery planning process and to exercise primacy and initiative.

The Primary Agencies play leadership roles in identifying, assessing, and planning for the recovery of NCR in disaster-impacted communities. This is especially true for the Primary Agencies (or Supporting Organizations) that are deployed to a community immediately after a disaster, as they are able to provide initial, direct information about disaster impacts and potential long-term community recovery needs. The agencies and organizations that are active partners of the NCR RSF foster communication and coordination throughout the recovery process, and encourage recovery stakeholders—including the local, state, tribal, territorial, and insular area organizations and experts—to form an NCR task force. As prescribed by the NDRF, the NCR RSF Annex stresses the importance of local primacy in the recovery process. While the RSF partners can aid coordination and facilitation, they do not occupy a primary role on the task force. Local, state, tribal, territorial, and insular area representatives take leading roles in this community-driven process, which promotes buy-in and support from impacted community members.

Members of this task force could vary depending on the type and severity of the disaster and the capacity of the local, state, tribal, territorial, and/or insular area government to address recovery. Participation by the RSF Federal partners in these task forces will also vary depending on both the scope and the severity of the disaster, and the ability of the Federal partners to deploy staff through reimbursable MAs or other similar funding mechanisms. Review of pre-disaster documents, agreements or MOUs might be useful in identifying potential stakeholders for participation on the task force. For example, if a Programmatic Agreement was previously prepared with the SHPO/THPO, it can be used to help identify critical resources impacted by a disaster and may help focus NCR recovery efforts. Potential candidates for key partners or stakeholders at the local, state, tribal, territorial, and insular area levels are identified below.

### ***Natural Resources***

- Tribal partners and stakeholders may include representatives from agencies, organizations, confederations, or councils, such as tribal environmental protection organizations, natural resources organizations, and planning departments.
- State partners and stakeholders may include representatives from agencies, organizations, or departments that oversee natural resources, environmental protection, and fish and wildlife protection.
- Local partners and stakeholders may include representatives from agencies, organizations, or departments, such as planning departments, local media, and certain nongovernmental organizations that operate at the local level.

### ***Cultural Resources***

- Tribal partners and stakeholders may include representatives from agencies, organizations, confederations, or councils that oversee archives, cultural centers, historic preservation, libraries, and museums.
- State partners and stakeholders may include representatives from agencies, organizations, or departments that oversee archives, asset management, historic preservation, and state parks.
- Local partners and stakeholders may include representatives from agencies, organizations, or departments such as planning departments, arts organizations, and archival organizations.

While the local, state, tribal, territorial, and insular area agencies and other stakeholders organize and comprise the task forces, the partners active in the NCR RSF coordinate and communicate closely with these task forces. This communication is key to helping ensure that natural and cultural resources important to the community, and/or nationally significant resources, are addressed in



disaster recovery plans. The following are some other entities that are not identified as active partners of the NCR RSF, but may work in coordination with the NCR RSF members on a case-by-case basis:

- Preservation nonprofits (such as the National Trust for Historic Preservation including the Main Street Program);
- Preservation professionals from organizations such as American Institute of Architects, American Association for State and Local History, Association for Preservation Technology, American Planning Association, and American Institute for Conservation; and
- U.S. Green Building Council.

**Roles and Responsibilities**

***Recovery Authority and Funding***

Whether or not the RSF partners can be used in disaster recovery depends on the following factors: the type, scope, location and seasonal timing of the disaster; the extent of damages and destruction it has caused; the natural and cultural resources and historic properties adversely impacted; and the timeframe, scope, and cost of subsequent recovery efforts and projects. In addition, the availability of many NCR RSF partners to devote time or deploy staff to assist community recovery is constrained by several realities.

Among these constraints is a limitation on agency resources. The primary mission of the Federal staff is conducting the agencies’ base programs. If the nexus of those base programs and/or the land units managed by that agency to the affected disaster area is minimal, the recovery response function of that agency with limited staff resources may be a lower priority than its other mission objectives. The extent to which DOI and other NCR RSF partners can accept MAs for recovery work depends on the degree to which they can be adequately reimbursed by FEMA’s Disaster Fund for assistance/work. Moreover, there is a need for FEMA (and its FDRC) to clearly specify the work/expertise requested of DOI and other NCR RSF partners. This is required to make sure the NCR RSF partners can wisely respond to FEMA’s requests and efficiently address the recovery needs of the affected local communities.

***Capabilities and Resources of Member Agencies and Organizations***

Tables H-4, H-5, and H-6 outline the functions that the RSF agencies and organizations can provide to a community’s recovery effort.

**Table H-4: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
Department of the Interior	<ul style="list-style-type: none"> <li>▪ Represents NCR RSF at the national level.</li> <li>▪ Maintains communication within the NCR RSF and across other RSFs for natural and cultural resources recovery issues and develops an action plan to avoid duplication of efforts.</li> <li>▪ Coordinates activation and deployment of recovery personnel.</li> <li>▪ Coordinates and leverages applicable Federal resources for recovery of natural and cultural resources.</li> <li>▪ Monitors supported and implemented recovery programs.</li> <li>▪ Evaluates the effectiveness of Federal NCR RSF efforts.</li> </ul>

**Table H-5: RSF Primary Agency Functions**

Primary Agency	Functions
Department of the Interior	<ul style="list-style-type: none"> <li>▪ Provides technical assistance and subject matter expertise in assessing impacts on natural and cultural resources following a disaster and during recovery activities.</li> <li>▪ Coordinates with appropriate state, tribal, territorial, insular area, and Federal entities to ensure actions taken during recovery operations consider natural and cultural resources.</li> <li>▪ Shares best practices and assists in development of programmatic approaches to address natural and cultural resources issues.</li> <li>▪ Provides technical expertise on NEPA, ESA, and NHPA compliance.</li> <li>▪ Provides subject matter expertise in stabilizing drastically disturbed landscapes, restoring damaged/highly eroded watersheds, and providing project management.</li> <li>▪ Provides tribal consultation, coordination, and technical assistance to tribes to develop policies and procedures to address emergency management issues.</li> </ul>
Environmental Protection Agency	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to support recovery planning of public health and social services infrastructure.</li> <li>▪ Provides technical assistance for long-term cleanup to minimize public health threats and adverse impacts to the environment, including environmental sampling and monitoring, site assessment, decontamination, and disposal.</li> <li>▪ Identifies relevant EPA programs and incentives that have a role in supporting the preservation, protection, conservation, rehabilitation, recovery, and restoration of natural and cultural resources during recovery.</li> </ul>
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides leadership and technical and financial assistance to Federal recovery missions, including guidance on IA, PA, and Hazard Mitigation Program eligibility.</li> <li>▪ Identifies relevant Federal programs and incentives that have a role in supporting the preservation, protection, conservation, rehabilitation, recovery, and restoration of natural and cultural resources during recovery.</li> <li>▪ Promotes the principles of sustainable and disaster resistant communities through the protection of natural resources such as coastal barriers and zones, floodplains, wetlands, and other natural resources critical to risk reduction.</li> <li>▪ Promotes activities that cultural institutions can pursue to develop and implement strategies for the protection of cultural collections and essential records.</li> </ul>

Table H-6: RSF Supporting Organization Functions

Supporting Organization	Functions
Advisory Council on Historic Preservation	<ul style="list-style-type: none"> <li>▪ Performs outreach to stakeholders regarding proposed mitigation for disasters affecting historic properties.</li> <li>▪ Facilitates the identification of subject matter experts to provide timely assistance for cultural resources and historic sites damaged by disasters.</li> <li>▪ Provides policy advice regarding historic preservation focused on the nature of the incident.</li> <li>▪ Trains and educates agencies and other stakeholders regarding historic preservation reviews.</li> <li>▪ Collaborates with agencies on coordination and integration of NEPA and NHPA into recovery initiatives or projects.</li> </ul>
Corporation for National and Community Service	<ul style="list-style-type: none"> <li>▪ Assists communities across the Nation in preparing for, responding to, and recovering from disasters through two primary national service programs: AmeriCorps and Senior Corps.</li> <li>▪ Provides trained members to support communities with their most pressing needs, particularly long-term recovery issues.</li> <li>▪ Facilitates and leverages volunteer engagement for disaster recovery by working closely with State Service Commissions, NVOAD, and other local, state, tribal, territorial, and Federal partners to provide national service members and resources in a variety of recovery functions.</li> <li>▪ Engages in the following recovery functions (this is a partial list): case management intake, direct physical labor, volunteer management, and capacity building for local, state, and Federal government, nonprofit, and faith-based organizations.</li> <li>▪ Provides technical assistance to build upon and share best practices among State Service Commissions, nonprofits, communities, etc. to address specific regional and local needs throughout the long-term recovery process.</li> <li>▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.</li> </ul>
Council on Environmental Quality	<ul style="list-style-type: none"> <li>▪ Provides assistance at the national level on issues involving NEPA reviews for recovery planning.</li> <li>▪ Provides assistance in coordinating planning for the long-term recovery of natural and cultural resources.</li> <li>▪ May provide emergency alternative arrangements for near term recovery efforts that are not exempted from NEPA review under the Stafford Act.</li> </ul>
Delta Regional Authority	<ul style="list-style-type: none"> <li>▪ Maintains relationships with the key players at the local and state level and regularly partners with them on various initiatives related to cultural resource sustainment.</li> <li>▪ Plays a major role in festival and cultural events development, and museum and cultural venue sponsorship.</li> </ul>

Supporting Organization	Functions
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical assistance to facilitate recovery of USDA-regulated facilities.</li> <li>▪ Facilitates multi-agency coordination of whole-community resources to support recovery activities at regulated facilities such as zoos and aquariums.</li> <li>▪ Provides technical advice, information, and other assistance to help prevent or minimize injury to and to restore or stabilize natural resources. Areas of concern include disaster area assessment; plant materials propagation; soil surveys; drought preparedness and mitigation; critical habitat, including environmentally sensitive and culturally significant areas; watershed survey, planning, protection, rehabilitation; and reforestation and other erosion control.</li> <li>▪ Provides technical advice on outbreaks of animal/zoonotic disease and plant pest infestation and eradication or decontamination strategies as appropriate.</li> </ul>
Department of Commerce	<ul style="list-style-type: none"> <li>▪ Provides technical and subject matter expertise in assessing impacts on natural and cultural resources following and during recovery activities.</li> <li>▪ Provides technical assistance and/or subject matter expertise regarding program eligibility, application processes, and project requirements.</li> <li>▪ Provides technical assistance or other resources to localities, states, or tribes in obtaining financial assistance, potentially from other entities, for eligible disaster recovery projects or programs.</li> <li>▪ Provides rapid response research grants to assess ecosystem and community impacts.</li> <li>▪ Facilitates community meetings, ensuring appropriate scientific information is available to communities.</li> </ul>
DHS/National Protection and Programs Directorate	<ul style="list-style-type: none"> <li>▪ Provides a coordinating function with the private sector across the 16 infrastructure sectors.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides facility space for archives/records that may need to be temporarily stored via coordination with GSA Regional Emergency Coordinators (RECs).</li> <li>▪ Provides technical expertise to promote the viability, reuse, and integrity of historic buildings that the General Services Administration owns, leases, or has the opportunity to acquire.</li> </ul>
Heritage Emergency National Task Force	<ul style="list-style-type: none"> <li>▪ Facilitates the identification of organizations and individuals that can provide impact-assessment assistance to cultural heritage institutions.</li> <li>▪ Facilitates the identification of subject matter experts for cultural resources and historic properties.</li> <li>▪ Directs localities, states, and tribes to online resources and tools that can be used to initiate hazard mitigation by cultural institutions and historic properties.</li> </ul>

Supporting Organization	Functions
Institute of Museum and Library Services	<ul style="list-style-type: none"> <li>▪ Coordinates technical assistance and subject matter expertise in the treatment of objects and records associated with historical, cultural, and natural heritage.</li> <li>▪ Coordinates technical assistance and subject matter expertise through library networks and state library agencies to aid affected areas in e-government interactions.</li> <li>▪ Provides information about geographic locations, services, and staffing of the Nation's libraries and museums in order to facilitate the deployment of local, expert teams to care for special material.</li> </ul>
Library of Congress	<ul style="list-style-type: none"> <li>▪ Helps identify agencies, organizations, and individuals that can assess the impact of a disaster on cultural institutions and cultural resources.</li> <li>▪ Provides expert advice and online guidance on recovery services, options, and protocols for damaged books, printed materials, manuscripts, photographs, and other select cultural resources.</li> <li>▪ Provides expert advice and information on mitigation measures to reduce or prevent the future loss of cultural resources.</li> </ul>
National Archives and Records Administration	<ul style="list-style-type: none"> <li>▪ Helps identify agencies, organizations, and individuals that can assess the impact of a disaster on cultural institutions.</li> <li>▪ Provides expert advice and online guidance on recovery services, options, and protocols for damaged textual, photographic, electronic, and other records.</li> <li>▪ Provides expert advice and information on mitigation measures to reduce or prevent the future loss of historical records.</li> <li>▪ Provides, through the National Historical Publications and Records Commission, modest grants to support projects and training that facilitate the use and long-term preservation of historical records held by archives and other repositories.</li> </ul>
National Endowment for the Arts	<ul style="list-style-type: none"> <li>▪ Acts as a resource to support the <i>Guide to Navigating FEMA and the SBA: Disaster Aid for Cultural Institutions</i>, and <i>Before and After Disasters: Federal Funding for Cultural Institutions with FEMA</i>.</li> <li>▪ Participates in Heritage Emergency National Task Force (an NCR RSF Supporting Organization), which is co-sponsored by FEMA and the Smithsonian Institute.</li> <li>▪ Participates in the National Coalition for Arts Preparedness and Emergency Response, a leading voluntary task force of more than 20 national, regional, state and local arts organizations, public agencies, and foundations. The long-term goal of the Coalition is to create an organized safety net for artists, and the organizations that serve them, in the United States.</li> <li>▪ Supports Craft Emergency Relief Fund, and the development of South Arts' ArtsReady, a web-based emergency preparedness platform designed to provide arts and cultural organizations with customized business continuity plans for post crisis sustainability.</li> <li>▪ Works with its partner state and local arts agencies to identify arts organizations that have suffered losses, and develops plans to provide assistance for projects ranging from documentation of lost artistic equipment and supplies to programming to implement community-wide memorials.</li> </ul>

Supporting Organization	Functions
National Endowment for the Humanities	<ul style="list-style-type: none"> <li>▪ Makes awards for the salvage and recovery of cultural heritage collections of nonprofit institutions.</li> <li>▪ Creates a large-scale initiative in cases of particular national emergency, to offer broad support to cultural heritage institutions for salvage and recovery of collections.</li> <li>▪ Makes awards through its Preservation and Access Education and Training grant program for training workshops and the creation of resources to aid emergency preparedness and response.</li> <li>▪ Provides support through its Preservation Assistance Grants for Smaller Institutions for expert consultation in emergency preparedness.</li> <li>▪ Shares information on disasters affecting cultural institutions with other members of the Heritage Emergency National Task Force.</li> </ul>
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <li>▪ Provides archaeological, heritage assets, material culture (including archives) and perishable data assessments.</li> <li>▪ Provides tribal consultations serving as a technical liaison with National Native American Graves Protection and Repatriation Act and other Government agencies.</li> <li>▪ Provides a range of archaeological, heritage assets management, knowledge management, and field forensic services.</li> <li>▪ Provides archeological curation and collections management.</li> </ul>

Summarized below are descriptions of the categories of assistance potentially available to help disaster-impacted communities address NCR recovery needs.

Technical Assistance Options

A variety of technical assistance options might be offered depending on the scale and type of disaster and the community capacity to address disaster impacts, among other factors. In some instances, FEMA may have to issue a reimbursable MA to another Federal agency to secure technical assistance, but portions of each option may possibly be accomplished through close coordination with local, state, tribal, territorial, and/or insular area partners. Many of the following options would benefit from local knowledge. These options include, but are not limited to, the following:

- **Impact Assessments:** Help communities identify the extent of the disaster impacts on natural and cultural resources, and assess their post-disaster condition;
- **Program Applications:** Provide assistance or subject matter expertise regarding the eligibility of a recovery project to apply for assistance from various external programs;
- **Policy Issues:** Help communities work through policy issues/conflicts that could contradict the goals of rehabilitation and recovery; and
- **Hazard Mitigation:** As hazard mitigation is one of the goals of recovery, some NCR RSF partners might be able to provide technical assistance to help communities address hazard mitigation measures in their recovery projects.

The role of the NCR RSF is to facilitate a coordinated approach to identifying technical assistance options as well as the agency or local, state, tribal, territorial, or insular area stakeholder partnership

best suited to address the situation. In many cases, technical assistance can be delivered remotely by NCR RSF agencies and organizations.

### Funding Options

Opportunities may exist for external funding of certain recovery projects that repair, restore, or mitigate damaged natural and cultural resources. However, it should be noted that when external funding is available, acquiring financial assistance can be competitive. In some cases, NCR RSF partners may be able to identify funding sources (e.g., loans, grants) and provide technical assistance to make funding applications competitive. Other private sources of funding should also be explored. For example, the private sector may be able to deliver funding to support recovery efforts, or leverage resources from their partners or other connections to assist in fundraising.

- **Financial Assistance:** Help communities identify and take advantage of loan programs, grants, and other funding mechanisms NCR RSF agencies/partners may have available to address certain NCR recovery needs.
- **Support to Obtain Funding:** Help communities identify and potentially obtain financial assistance that may be available from sources outside the NCR RSF agencies/partners.

No NCR RSF agency/partner is committed by this document to deliver financial assistance to disaster-impacted communities for recovery purposes.

### Field Support

Subject to the constraints noted previously, opportunities may exist for subject matter experts from NCR RSF agencies/partners to deploy one or more of their staff to a disaster-impacted community to provide on-site field support. As previously mentioned, this depends greatly on a variety of factors, which may include the clearly demonstrated and described need for well-defined support, the capacity of an organization to provide available staff for a clearly determined length of time, and the existence of resource and funding constraints. Similar to the constraints affecting potential funding options discussed above, no NCR RSF agency or partner is committed by this document to deliver field support to disaster-impacted communities for recovery purposes, unless the need is clearly demonstrated and the capacity, funding, and appropriate mechanisms are in place.

## **Critical Tasks/Activities**

Depending on the characteristics and scope of the disaster, the NCR RSF will coordinate available Federal and supporting nongovernmental organization resources to assist disaster-impacted communities and perform the following critical tasks.

### ***Pre-Disaster Preparedness***

Before a disaster occurs, RSF agencies, organizations, and partners can prepare for recovery by developing strategies to address NCR recovery issues that impact whole communities. This includes identifying and developing relationships with key partners, identifying programs and systems that could be leveraged after a disaster, and building an understanding of their resources and capabilities. RSF agencies and organizations may also develop recovery plans that address the transitions from response to recovery to steady state operations, and promote the principles of sustainability, resilience, and mitigation. RSF agencies and organizations can encourage and support local, state, tribal, and territorial recovery planning efforts through participation in training, stakeholder workshops, or national-level exercises for disaster recovery. As the RSF Coordinating Agency, DOI will engage RSF partners on a routine basis in order to support pre-disaster recovery planning, develop partnerships, and identify opportunities to collaborate, align, and formalize efforts.

## *Post-disaster Recovery*

### Enhanced Recovery Challenges

Described below are two overarching challenges that the NCR RSF may face in addressing disaster recovery, along with potential courses of action to address the challenges. These enhanced challenges were developed by the RSF agencies and organizations during an exercise where they were asked to consider major recovery challenges and courses of action following a hypothetical major disaster scenario.

**Challenge 1:** Coordinating with response activities to protect fragile natural and cultural resources. In particular, the challenge is to address these issues early in the process.

- **Preferred Course of Action:** Pre-disaster planning with response and recovery partners for post-incident activities that can protect natural and cultural resources.
- Pre-disaster Operational Steps:
  - The FEMA Regional Environmental Officer will encourage local, state, tribal, territorial, and insular area governments to include NCR expertise at Emergency Operations Centers.
  - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to establish a network of potential responders and recovery partners who can participate in whole-community recovery.
  - FEMA Regional Offices and the NCR RSF partners work with state and tribal governments and other RSF Primary Agencies and Supporting Organizations to develop a methodology to assess post-disaster needs.
  - FEMA Regional Offices and the NCR RSF partners encourage state and tribal governments and RSF Supporting Organizations to proactively create an inventory identifying key resources to prioritize protection of pre-disaster and/or restoration of post-disaster.
- Post-disaster Operational Steps:
  - The FDRC and NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to assess and address capacity gaps.
  - The FDRC and NCR RSF partners facilitate the extension of expertise to communities so that considerations related to the management and protection of natural and cultural resources, as well as compliance with environmental planning and historic preservation requirements, are incorporated into long-term community recovery efforts.
  - DOI works with other Primary Agencies and Supporting Organizations; local, state, tribal, territorial, and insular area governments; nongovernmental organizations; the nonprofit sector; and the private sector to ensure that programs that support disaster recovery, technical assistance, and data sharing can be coordinated.

**Challenge 2:** Determining the extent and characteristics of hazardous material contamination. This includes determining what methods are necessary for clean-up and how long the contamination will exist. Responsible parties might be hard to identify.



- **Preferred Course of Action:** Pre-planning identification and mitigation of facilities or sites in the path of hazards. Looking for opportunities to incorporate whole-community approach. Establishing regulatory and environmental review processes in advance.
- Pre-disaster Operational Steps:
  - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify most likely entities with facilities or sites where hazardous material contamination could occur. Encourage pre-disaster preparedness planning for those facilities most at risk.
  - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify methodologies for identifying post-disaster hazardous material contamination and mitigating the effects.
  - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify and engage with partners that are most likely to have the capacity for identifying post-disaster hazardous material contamination and mitigating the effects. FEMA Regional Offices and the NCR RSF partners and other RSF Primary Agencies and Supporting Organizations identify ways to streamline regulatory and environmental review post-disaster.
- Post-disaster Operational Steps
  - The FDRC and NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify partners from the nongovernmental organizations, the nonprofit sector, the private sector, and individuals to incorporate a whole-community approach to recovery.
  - The FDRC and NCR RSF partners engage and support the community to form a task force to address hazardous material issues with a whole-community approach.

#### Delivery of the NCR Core Recovery Capability

The objective of the NCR RSF is to provide guidance that will enable the following:

- Provision of a systematic approach to understanding the interdependencies and complex relationship of natural and cultural resources to the well-being of the community and its recovery;
- Activation and deployment of agencies and supporting organizations;
- Support of the MSA;
- RSS development;
- Facilitation of information sharing;
- Encouragement of stakeholders to identify issues;
- Synchronization of activities undertaken through other RSFs;
- Coordination of cross-jurisdictional issues;
- Identification of opportunities to achieve resource protection through hazard mitigation strategies;

- Leveraging of Federal resources and programs to help local, state, tribal, territorial, and insular area communities mitigate disaster impacts;
- Addressing of policy issues; and
- Encouraging of partners to support a Long-Term Community Recovery planning effort.

The NCR RSF partners' technical expertise can be used to help foster a systematic approach to recovery that recognizes the interdependencies and complex relationships of NCR to the wellbeing of the community.

#### Activate and Deploy Agencies and Supporting Organizations

The NCR RSF partners may be requested to accept reimbursable MAs and subsequently to deploy staff to assist in recovery effort. Alternatively, when staff resources are unavailable or limited, they may be requested to devise alternate methods to assist long-term NCR recovery needs and provide technical assistance remotely when their workload allows. Deployment of NCR RSF partners/staff may be unnecessary, unless the community remains overwhelmed by the impacts from the disaster and the community's recovery strategy identifies a specific need. Even then, deployments may not always be possible, and in those cases the FDRC must coordinate with the NCR RSF partners and local, state, tribal, and territorial stakeholders to develop contingency plans for securing technical assistance.

#### Identify Priorities and Conduct More In-Depth Assessment (if needed)

- Supporting the Mission Scoping and Assessment Report

Once the community organizes its NCR task force or networks, the NCR RSF partners may be recruited to communicate with the task force/networks to help clearly articulate recovery needs and to identify the capacity required to meet those needs. In order to accomplish this scoping and assessment process in a timely manner, it will be important to incorporate existing data. For instance, information may be already gathered by FEMA PA staff, or there may be pre-existing information available from state or Federal agencies (e.g., SHPO/THPO, and other state/Federal agencies that manage fish and wildlife resources). The NCR RSF partners may help to coordinate the sharing of data. The NCR RSF partners encourage communication among the task force members and the agencies involved by identifying new and/or existing NCR RSF-specific paths of communication, while addressing communication gaps and avoiding duplicate efforts.

- RSS Development

The NCR RSF partners may be requested to help the community reach a common understanding of its recovery needs so that an appropriate RSS can be developed in a timely manner. This will require identification of, and coordination with, all entities involved in the recovery effort, including other mobilized RSF partners, and should lead to the identification of NCR-specific resource gaps. The RSS will be developed with input from local, state, tribal, territorial, and insular area stakeholders, task force members, and RSFs.

- Facilitate Information Sharing

The NCR RSF partners may help coordinate all aspects of NCR recovery and assistance through all post-disaster phases and to help identify where resources might be leveraged to support the recovery in ways that avoid waste and improve effectiveness. They may be requested to assist local, state, tribal, territorial, and insular area partners, as well as private nonprofits, in identifying NCR-specific information gaps.

- Encourage Stakeholders to Identify Issues

The NCR RSF partners may be requested to work closely with the community task force/network to develop a plan for coordinating and using resources. Part of the assistance strategy will include determining which types of assistance the community needs (e.g., compliance, technical assistance, data sharing and/or other programs) and whether the assistance will be targeted (focused on one or a few disaster impacts) or whether multiple types of assistance will be needed to address multiple issues. This will help the community assess which agencies and stakeholders need to be engaged. Based on assessments of disaster-impacted community capacity, it is expected that one of the following scenarios will be identified in the RSS:

- The level of the disaster impact is well within the community's capacity to manage its own recovery, and the FDRC will only need to be informed when/if the situation changes or new information is discovered by already-deployed field personnel;
- The level of the disaster impact encumbers the community's capacity, and the FDRC will engage nongovernmental organizations, the private sector, and other local, state, tribal, territorial, and insular area partners to improve capacity (possibly through formation of a task force);
- The level of the disaster impact will exceed the community's capacity, and the FDRC will need to engage the Federal partners and coordinate efforts to provide targeted assistance to the community; or
- The level of the disaster impact will overwhelm the community's capacity, and the FDRC will need to seek and engage outside parties and coordinate recovery efforts to assist the community.

#### Coordinate Linkages and Interdependencies

##### ▪ Coordination with Relevant Response ESFs and Other Frameworks

The NCR RSF is a complement to the response and short-term recovery efforts that take place under the NRF. As the ESF response missions are achieved, the NCR RSF will take over long-term recovery operations, if needed, for the disaster-impacted communities. The NCR core capability will incorporate information from appropriate ESFs during this transition. Existing entities, such as ESF #11 may provide authorities, expertise, and resources for coordinating and facilitating Natural and Cultural Resources and Historic Properties (NCH) assistance, and ESF #10 (Oil and Hazardous Materials Response), may provide resources to assess, monitor, and perform cleanup actions in support of this core capability.

Under the NRF, ESF #11 (NCH), is a key ESF with which the NCR RSF will work closely. ESF #11 has several response and short-term recovery responsibilities, including those related to the protection of NCH and historical properties.

Transition from ESF #11 (NCH) response activities to NCR RSF recovery activities should be eased by the fact that some of the same agencies are involved in both activities. This will help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster. This overlapping of response and recovery phases should also help ensure there are no gaps. In order to achieve a smooth transition between response and recovery phases, NCR RSF members should be involved early in the disaster response phase to understand the disaster impacts on a community and its recovery needs. It is important to note that departments, agencies, and other organizations involved in the recovery phase might not be exactly the same departments, agencies, or organizations involved in the response phase, because each phase

requires similar but distinct skill sets. This is another reason why coordination between the NCR RSF and ESF #11 (NCH) is critical.

- Coordination with Other RSFs and within the JFO

The organizational structure for coordinating and managing the RSFs at a JFO are described in more detail in the base Recovery FIOF. RSF agency staffers deployed to work at the JFO are led by the FDRC directly, or with the help of a Coordination Branch Director, if needed. For guidance on how this structure can be scaled up or expanded to facilitate Federal coordination and the delivery of recovery assistance, refer to the base Recovery FIOF.

Regardless of the JFO structure or scope of the disaster, if the NCR RSF is activated by FEMA, its activities will also need to be coordinated with the other activated RSF activities. The FDRC’s role as a coordinator of the activated RSFs is critical because it might enable the NCR RSF partners to leverage resources or capabilities to meet recovery needs in a holistic manner. For example, if a historic residential neighborhood were impacted, the NCR RSF would coordinate with the Housing RSF to address basic housing needs as well as the preservation of historic resources in the neighborhood. There might be disaster-impacted natural resources that also serve as community infrastructure. In this case, the FDRC would need to coordinate NCR RSF activities with the Infrastructure RSF activities to ensure the resources they both bring to the table are leveraged. The table below provides example scenarios where the NCR RSF partners would be coordinated by the FDRC to work with other RSFs.

**Table H-7: Relationships between the NCR and other RSFs**

RSF	Potential Connection to the NCR RSF
Community Planning and Capacity Building	To address natural or cultural resource impacts in a community through strategic planning, leveraging CPCB RSF resources, as well as local, state, or tribal capacity.
Health and Social Services	To address impacted health and social service programs that rely on NCR impacted by the disaster.
Economic	To address the rehabilitation of commercial properties within historic districts, cultural properties and institutions, and parks and protected areas used for recreation and to integrate NCR RSF activities into economic growth through tourism or other initiatives.
Infrastructure	To address the rehabilitation of natural resources that might also act as part of a community’s infrastructure (e.g., floodplains, natural dikes, roads acting as dams, water sources). In addition to natural resources, manmade resources such as wastewater treatment plants might also be addressed.
Housing	To address the rehabilitation of residential buildings within historic districts and to integrate historic components into the rebuilding of historic homes.

In addition to the FDRC and, at times, other RSFs partners, FEMA’s Community Recovery Assistance Specialists, are deployed to disaster-impacted communities when needed. These specialists come from many different backgrounds. Some are hired locally. They directly engage disaster-impacted local, state, tribal, territorial, and insular area officials and community stakeholders in long-term recovery efforts. They frequently facilitate community meetings where

disaster impacts and potential solutions are discussed. In addition to the FDRC and other RSF partners, Community Recovery Assistance Specialists may also assist the NCR RSF partners.

- **Coordination with the Whole Community**

RSF partners, through coordination with other agencies, organizations, and levels of government can facilitate assistance to help achieve a successful recovery. In addition to these organizations, other partners must also be engaged to support a whole-community effort to recovery. These include nongovernmental organizations, the nonprofit sector, the private sector, and individuals. Such an array of stakeholders can potentially provide technical expertise, donated supplies and/or labor, and, in some cases, funding support for recovery projects. The combined efforts of all levels of government, organizations and groups, and individuals can help foster whole-community contributions to recovery and help ensure a combination of perspectives and resources are drawn upon to enable a holistic recovery.

- **Synchronize with Other RSFs**

The NCR RSF Coordinating Agency facilitates regular communication and cooperation among partners and encourages cross-coordination with other RSFs so the community can better protect its natural and cultural resources and properties, and the recovery planning efforts can adequately address NCR issues.

- **Coordinate Cross-Jurisdictional Matters**

The NCR RSF partners might be requested to facilitate access to Federal programs and to provide coordination so that cross-jurisdictional matters are not impediments to progress.

#### Identify Available Resources

- **Leverage Federal Resources and Programs**

Based on the assessment, the FDRC and NCR RSF engage the appropriate partners and local, state, tribal, and territorial stakeholders to identify funding sources and coordinate the process to improve leveraging opportunities.

- **Private and other resources**

The FDRC and NCR RSF work with the appropriate partners and the private sector to develop partnership and leverage resources in support of community disaster recovery.

#### Provide Technical Assistance

- **Identify Opportunities to Leverage Resource Protection through Hazard Mitigation Measures**

Upon activation, the NCR RSF partners coordinate with FEMA Hazard Mitigation to identify opportunities to leverage projects in the recovery plan through hazard mitigation funding or programs. Effective coordination partners may significantly increase a community's chances of identifying opportunities for leveraging support for its recovery projects.

- **Address Policy Issues**

The FDRC encourages the NCR RSF partners to identify methods to streamline and leverage Federal agency grant programs, applications, and incentives and communicate these programs clearly to the affected community. Another component of this is helping disaster-impacted local, state, tribal, territorial, and insular area communities understand how their existing policies (or lack thereof) could be impeding recovery progress. For example, implementing certain mitigation practices may not be possible if planning or zoning regulations are not in place. Ideally, someone

already familiar with the policies of the disaster-impacted local, state, tribal, territorial, and/or insular area community is included in this effort.

- **Support Implementation of Local and State Recovery Plans**

The FDRC encourages the NCR RSF partners to support long-term community recovery planning. The NCR RSF partners may help build support for the community's recovery efforts and help coordinate efforts to find targeted funding sources for specialized areas such as restoration/rehabilitation of cultural resources such as landscapes, historic structures, libraries, museums, historical societies, records/archives repositories, and collections housed therein. Efforts should include compliance with the Americans with Disabilities Act and Section 504 of the Rehabilitation Act.

### ***Transition to Steady State***

As the recovery process moves forward, RSF partners and recovery teams will begin to demobilize from the disaster-impacted communities. This demobilization of Federal resources should not indicate to the local, state, tribal, territorial, and insular area governments, or to the disaster-impacted community that the recovery process is over. It is important that all RSFs prepare them to carry on the recovery process and make the transition as smooth as possible. This preparation begins immediately upon engagement with community stakeholders, so when Federal resources are demobilized and the JFO is closed, the local, state, tribal, territorial, and insular area governments are prepared to manage long-term recovery on their own.

Maintaining coordination with the local, state, tribal, territorial, and/or insular area community while the disaster is active, will ensure recovery efforts are maintained into the future. The engagement of the NCR RSF is, in many ways, a capacity-building process that allows local, state, tribal, territorial, and insular area agencies to gain an understanding of the resources available to them and to manage the recovery process. This will prepare them to manage the project after RSF demobilization.

In some instances, recovery needs might be issues that existed before the disaster but were amplified by disaster impacts. For example, certain cultural resources might have already been in disrepair, and it is possible the community was already working with the appropriate agency or other organizations to address the issue(s). In this case, the local, state, tribal, territorial, or insular area community may already be prepared to continue addressing the issue, but may need guidance to address the greater impacts caused by the disaster.

Regardless of a disaster's scope, local primacy is critical to the recovery process. This involves both allowing the impacted community to lead recovery efforts and preparing them to maintain that leadership in the long-term.

### ***Resources***

Other documents that may be used for reference include the following:

- The NDRF provides the overall operating principles, key players, and coordinating structures that guide and support Federal disaster recovery efforts. The concepts of the FDRC and the RSFs are first introduced in the NDRF.
- The NRF provides guidance for ESFs in place immediately following a disaster (the response phase). The NRF is a useful tool for professionals involved with either response or recovery, because it provides both response guidance and recovery background. The NDRF complements the NRF because it provides a transition from response to recovery. Since immediate response

eventually becomes long-term recovery, an understanding of both is essential to understanding how to address disaster impacts.

- The information included in the Guide to Navigating FEMA and SBA Disaster Aid for Cultural Institutions is meant as a general guide for cultural institutions seeking Federal funding to aid disaster response and recovery.
- The NIPP is the Federal framework for the protection of infrastructure.

Natural resource concerns and regulatory structures vary by region and state and can have profound implications on coordination efforts. Identifying useful sources of information will be an important first step in the coordination process.

- Sources of Federal Data
  - U.S. Fish and Wildlife Service (USFWS)—data on occurrence of Federally listed plants and wildlife (<http://www.fws.gov/Endangered/>)
  - USFWS National Wetland Inventory—locations of wetlands (<http://www.fws.gov/wetlands/Data/Mapper.html>)
  - U.S. Geological Survey—data on natural hazards and remote sensing products and maps ([http://www.usgs.gov/natural\\_hazards/](http://www.usgs.gov/natural_hazards/))
  - NOAA National Marine Fisheries Service—data on occurrence of anadromous fish (<http://www.nmfs.noaa.gov/pr/species/criticalhabitat.htm>)
  - NOAA National Ocean Service—expertise and assistance on coral reefs and coral reef ecosystems. (<http://oceanservice.noaa.gov/oceans/corals/>)
  - NOAA National Environmental Satellite, Data and Information Service—airial mapping and satellite remote sensing for damage assessment. (<http://oceanservice.noaa.gov/topics/>)
  - NOAA Office of Marine and Aviation Operations—hydrographic, oceanographic, and aerial mapping and sensing for damage assessment (<http://www.oma.noaa.gov/>)
  - NOAA National Weather Service—expertise and assistance in weather, water, and climate information (<http://www.weather.gov/>)
  - FEMA NEPA Desk Reference—guidance for preparing NEPA documents (<http://www.fema.gov/library/viewRecord.do?id=3249>)
  - FEMA Regional Greenbooks—some regions have developed environmental regulatory guidelines for disasters that cover the range of environmental considerations, including biological, physical and cultural resources. These include compiled local information.
  - FEMA Environmental Application System mapping—where available, provides a map and summary of environmental constraints in project area. This database has been developed from available state (fish and wildlife) data, USFWS National Wetland Inventory, FEMA National Flood Insurance Program data, and community data (<https://hazards.fema.gov/femaportal/wps/portal/mmvmviewer>).

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## Appendix I: Definitions

**Access and Functional Needs Populations:** Individuals having access and functional needs may include, but are not limited to, people with disabilities, older adults, and populations having limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency.

**Access/Accessible:** Equal opportunity to participate in and benefit from, and integration for, individuals with disabilities to fully and equally enjoy the goods, services, programs, privileges, advantages, accommodations, and facilities used across emergency management activities. A site, building, facility, or portion thereof that complies with the applicable architectural standards and otherwise provides program accessibility.

**Activation:** When a Federal (agency) recovery asset is asked to provide support to an actual or potential disaster incident from their primary work location (i.e., participate in information sharing teleconferences, video teleconferences, and email communication).

**All-of-Nation:** See Whole Community.

**Animals:** Animals include household pets, service and assistance animals, companion animals, working dogs, agricultural animals/livestock, wildlife, and other animals (including exotics, zoo animals, animals used in research, and animals housed in congregate settings such as shelters, rescue organizations, breeders, and sanctuaries) within a jurisdiction.

**Capability Targets:** The performance threshold(s) for each core capability.

**Capacity:** A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. (From the United Nations International Strategy for Disaster Reduction.)

**Capacity Building:** Efforts aimed to develop human skills or societal infrastructure within a community or organization needed to reduce the level of risk or the effects of a disaster. (From the United Nations International Strategy for Disaster Reduction.)

**Catastrophic Incident:** Any natural or technological incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption that severely affects the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic incident could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to local, state, tribal, territorial, insular area, and private sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

**Community:** A network of individuals and families, businesses, governmental and nongovernmental organizations, and other civic organizations that reside or operate within a shared geographical boundary and may be represented by a common political leadership at a regional, county, municipal, or neighborhood level.

**Community Development Block Grants:** A flexible program through which the Department of Housing and Urban Development (HUD) provides communities with resources to address a wide range of unique community development needs. In response to Presidentially declared disasters, Congress may appropriate additional funding for the CDBG program to fund Disaster Recovery grants to rebuild the affected areas and provide seed money to start the recovery process. Disaster Recovery grants often supplement disaster programs of the FEMA, the SBA, and the USACE.

**Core Capabilities:** Distinct critical elements necessary to achieve the National Preparedness Goal.

**Critical Infrastructure:** Systems and assets, whether physical or virtual, so vital that the incapacity or destruction of such may have a debilitating impact on the security, economy, public health or safety, environment, or any combination of these matters, across any local, state, tribal, territorial, insular area, and Federal jurisdiction.

**Cultural Resources:** Aspects of a cultural system that are valued by or significantly representative of a culture or that contain significant information about a culture. Cultural resources may be tangible entities or cultural practices. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places (NRHP) and as archeological resources, cultural landscapes, structures, museum objects and archives, and ethnographic resources for Federal management purposes. Also includes cultural items as that term is defined in Section 2(3) of the Native American Graves Protection and Repatriation Act [25 U.S.C. § 3001(3)]; and archeological resources, as that term is defined in Section 3(1) of the Archaeological Resources Protection Act of 1979 [16 U.S.C. § 470bb(1)].

**Cybersecurity:** Encompasses the cyberspace global domain of operations consisting of the interdependent network of information technology infrastructures and includes the Internet, telecommunications networks, computer systems, and embedded processors and controllers in critical industries. The cybersecurity core capability is the means for protecting cyberspace from damage, unauthorized use, or exploitation of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability.

**Debris:** The remains of something broken down or destroyed.

**Deployment:** The mobilization of Federal recovery assets to the field in support of recovery operations.

**Domestic Resilience Group:** The Federal Assistant Secretary-level Interagency Policy Committee supporting the Homeland Security Council in the development and implementation of national policies relating to resilience, such as continuity, mitigation, disaster recovery and response, and related issues.

**Functional Needs:** The needs of an individual who, under usual circumstances, is able to function on their own or with support systems. However, during an emergency, barriers are presented to independence that threaten individual security.

**Historic Properties:** Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the NRHP, including artifacts, records, and material remains related to such district, site, building, structure, or object. [54 U.S.C. § 300308 ]

**Individual Assistance:** IA includes a variety of programs available to individuals and households adversely affected by a major disaster or an emergency. These programs are designed to help meet disaster applicants' sustenance, shelter, and medical needs during their path to recovery. IA disaster assistance can include Mass Care and Emergency Assistance, Voluntary Agencies Individuals and Households Program, SBA, Disaster Unemployment Assistance, Crisis Counseling Services, and Disaster Legal Services. Some programs are available even if there is not a declared disaster.

**Individual with Disability:** The term refers to a person (child or adult) who has a physical or mental impairment that substantially limits one or more major life activities; a person who has a history or record of such impairment; or a person who is perceived by others as having such impairment. The term "disability" has the same meaning as that used in the Americans with Disabilities Act Amendments Act of 2008, P.L. 110-325, as incorporated into the Americans with Disabilities Act.

See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the Americans with Disabilities Act. State laws and local ordinances may also include individuals outside the Federal definition. Children and adults may have physical, sensory, mental health, cognitive, and/or intellectual disabilities resulting in access and functional needs and may require assistance to maintain independence.

**Individual with Limited English Proficiency:** An individual who does not speak English as his/her primary language and who has a limited ability to read, write, speak, or understand English.

**Infrastructure:** Systems and facilities in both the public and private sector that are essential to the Nation's security, public health and safety, economic vitality, and way of life. The Nation's infrastructure is composed of 16 primary sectors, such as water, transportation, communications, dams, energy, and emergency services, to name a few. Although infrastructure systems are defined and may operate independently, there are many interdependencies between the 16 sectors and their associated systems and facilities that need to be considered in making a community, state, or region whole following a major disaster.

**Interagency Policy Committees:** The National Security Council Interagency Policy Committees are the main day-to-day forum for interagency coordination of national security policy.

**Intermediate Recovery:** Phase of recovery that involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

**Long-Term Recovery:** Phase of recovery that may continue for months or years and addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural, and built environments; and a move to self-sufficiency, sustainability, and resilience.

**Long-Term Recovery Groups:** Composed of representatives from disaster response and/or recovery agencies who individually address survivor needs as cases. The cases are presented in the context of a meeting when the case needs are beyond the capability of the particular agency. Long-term recovery groups share decision making authority equally with partner organizations.

**Major Disaster:** As defined by the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of local and state governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Mission Areas:** Groups of core capabilities, including Prevention, Protection, Mitigation, Response, and Recovery.

**Mission Capable:** The state of having the essential logistical, administrative, and operational field elements in place to enable the execution of FDRC-RSF operational responsibilities.

**Mitigation:** Capabilities necessary to reduce loss of life and property by lessening the impact of disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risk after a disaster has occurred.

**National Preparedness:** The actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats and hazards that pose the greatest risk to the security of the Nation.

**Natural Resources:** Land, fish, wildlife, biota, and water. Water means salt and fresh water, surface and ground water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in its capacity as fish and wildlife habitat.

**Nonprofit:** An incorporated organization that exists for educational or charitable reasons, and from which its shareholders or trustees do not benefit financially. Any money earned must be retained by the organization and used for its own expenses, operations, and programs. Many nonprofit organizations also seek tax exempt status and may also be exempt from local taxes including sales taxes or property taxes. Also called not-for-profit organization.

**Nongovernmental Organization:** A nongovernmental entity that serves the interests of its members, individuals, or institutions and is not for private benefit. Nongovernmental organizations may include faith-based and community-based organizations.

**National Disaster Recovery Support Cadre:** Composed of disaster assistance employees (reservists) that have been qualified for specific support positions. They support the FCO and FDRC in planning and executing all matters concerning disaster recovery as it relates to the NDRF.

**Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Prevention capabilities include, but are not limited to, information sharing and warning, domestic counterterrorism, and preventing the acquisition or use of weapons of mass destruction (WMD). For the purposes of the prevention framework called for under the National Preparedness System, the term “prevention” refers to preventing imminent threats.

**Protection:** The capabilities necessary to secure the homeland against acts of terrorism and technological or natural disasters. Protection capabilities include, but are not limited to, defense against WMD threats; defense of agriculture and food; critical infrastructure protection; protection of key leadership and special events; border security; maritime security; transportation security; immigration security; and cybersecurity.

**Public Assistance:** The PA Program, which is authorized by the Stafford Act and managed by FEMA, awards grants to assist local, state, tribal, territorial, and insular area governments and certain private nonprofit entities with the response to and recovery from disasters. Specifically, the program provides assistance for debris removal, emergency protective measures, and permanent restoration of infrastructure.

**Recovery:** Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.

**Redevelopment:** Rebuilding degraded, damaged, or destroyed social, economic, and physical infrastructure in a community, state, or tribal government to create the foundation for long-term development.

**Resilience:** Ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.

**Response:** Those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

**Restoration:** Returning a physical structure, essential government or commercial services, or a societal condition back to a former or normal state of use through repairs, rebuilding, or reestablishment.

**Risk Assessment:** A product or process that collects information and assigns a value to risk for the purpose of informing priorities, developing or comparing courses of action, and informing decision making.

**Security:** The terms “secure” and “security” refer to reducing the risk to critical infrastructure by physical means or defense cyber measures to intrusions, attacks, or the effects of natural or technological disasters.<sup>26</sup>

**Short-Term Recovery:** Phase of recovery that addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources, including restarting and/or restoring essential services (e.g., gas, water, electricity) for recovery decision making.

**Stabilization:** The process by which the immediate impacts of an incident on community systems are managed and contained.

**Steady State:** A condition where operations and procedures are normal and ongoing. Communities are considered to be at a steady state prior to disasters and after recovery is complete.

**Sustainability:** Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

**Traditionally Underserved Populations/Communities:** Groups that have limited or no access to resources or that are otherwise disenfranchised. These groups may include people who are socioeconomically disadvantaged; people with limited English proficiency; geographically isolated or educationally disenfranchised people; people of color as well as those of ethnic and national origin minorities; women and children; individuals with disabilities and others with access and functional needs; and seniors.

**Whole Community:** A focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships. Used interchangeably with “all-of-Nation.”

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<sup>26</sup> Presidential Policy Directive 21: Critical Infrastructure Security and Resilience.

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## Appendix II: List of Abbreviations

C.F.R.	Code of Federal Regulations
CARRI	Community and Regional Resilience Initiative
CDBG	Community Development Block Grant
CDFI	Community Development Financial Institution
CI	Critical Infrastructure
CPCB	Community Planning and Capacity Building
CPD Maps	Community Planning and Development Maps
DHS	Department of Homeland Security
DOC	Department of Commerce
DOI	Department of the Interior
DOL	Department of Labor
EA	External Affairs
EDA	Economic Development Administration
ESA	Endangered Species Act
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FDRO	Federal Disaster Recovery Officer
FEMA	Federal Emergency Management Agency
FHS	Federal Housing Administration
FIOP	Federal Interagency Operational Plan
GSA	General Services Administration
H&SS	Health and Social Services
HHS	Department of Health and Human Services
HOME	Home Investment Partnerships Program
HQ	Headquarters
HUD	Department of Housing and Urban Development
IA	Individual Assistance
IAA	Interagency Agreement
IAP	Incident Action Plan
IS	Infrastructure Systems
JFO	Joint Field Office

LDRM	Local Disaster Recovery Manager
LEP	Limited English Proficiency
MA	Mission Assignment
MSA	Mission Scoping Assessment
NCR	Natural and Cultural Resources
NDMS	National Disaster Medical System
NDRF	National Disaster Recovery Framework
NDRPD	National Disaster Recovery Planning Division
NDRS	National Disaster Recovery Support
NEPA	National Environmental Policy Act
NFIP	National Flood Insurance Program
NHPA	National Historic Preservation Act
NOAA	National Oceanic and Atmospheric Administration
NRCC	National Response Coordination Center
NRF	National Response Framework
NRHP	National Register of Historic Places
NVOAD	National Voluntary Organizations Active in Disaster
PA	Public Assistance
PPD	Presidential Policy Directive
RRCC	Regional Response Coordination Center
RSF	Recovery Support Function
RSFLG	Recovery Support Function Leadership Group
RSS	Recovery Support Strategy
SBA	Small Business Administration
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SHPO	State Historic Preservation Office
SNRA	Strategic National Risk Assessment
TCO	Tribal or Territorial Coordinating Officer
TDRC	Tribal or Territorial Disaster Recovery Coordinator
THPO	Tribal or Territorial Historic Preservation Office
TREAS	Department of the Treasury
U.S.C.	U.S. Code
UCG	Unified Coordination Group



UFR	Unified Federal Review
USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
USFWS	U.S. Fish and Wildlife Service
VA	Department of Veterans Affairs
VIP	Very Important Person

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## Appendix III: Authorities and References

- **The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)**—The Stafford Act describes the programs and processes by which the Federal Government provides disaster and emergency assistance to local, state, tribal, territorial, and insular area governments, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act is the primary source from which the FDRC derives his/her authority. The FEMA Administrator and RAs can delegate to the FDRC any or all authorities typically delegated to an FCO.
- **National Preparedness Goal**—The National Preparedness Goal defines the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the Nation, and emphasizes actions aimed at achieving an integrated, layered, and all-of-Nation preparedness approach that optimizes the use of available resources. The National Preparedness Goal reflects the policy direction outlined in the National Security Strategy (May 2010), applicable PPDs, Homeland Security Presidential Directives, National Security Presidential directives, and national strategies, as well as guidance from the Interagency Policy Committee process.
- **National Preparedness System**—The National Preparedness System is the instrument the Nation will employ to build, sustain, and deliver those core capabilities in order to achieve the goal of a secure and resilient Nation. The guidance, programs, processes, and systems that support each component of the National Preparedness System enable a collaborative, whole-community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, voluntary, faith-based, and community organizations, and all levels of government.
- **National Planning System**—The National Planning System is a set of interrelated and interdependent planning documents and planning processes that apply across the whole community and that contribute to achieving the National Preparedness Goal. The National Planning System establishes a common and layered approach for synchronized planning.
- **National Disaster Recovery Framework**—The NDRF enables effective recovery support to disaster-impacted local jurisdictions, states, tribes, territories, and insular area governments. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient Nation.
- **Rehabilitation Act of 1973**—This act prohibits discrimination on the basis of disability in programs conducted by Federal agencies, in programs receiving Federal financial assistance, in Federal employment, in the employment practices of Federal contractors, and in the provision of electronic and information technology by the Federal Government.

- **Post-Katrina Emergency Management Reform Act**—This act amended the Homeland Security Act and modified the Stafford Act with respect to the organizational structure, authorities, and responsibilities of FEMA and the FEMA Administrator. It enhanced FEMA’s responsibilities and its authority within the Department of Homeland Security (DHS) and returned many preparedness functions to FEMA. According to the Act, FEMA leads the coordination of and supports the Nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.<sup>27</sup> Under the Act, the FEMA Administrator reports directly to the Secretary of Homeland Security, and FEMA is a distinct entity within DHS.
- **Other Mission Area Frameworks**—In addition to the Recovery mission area framework (the NDRF), there are frameworks for the other four mission areas: Prevention, Protection, Mitigation, and Response. The frameworks are the overall integrators for each mission area. They provide an action-oriented linkage between the national preparedness policies, the National Preparedness System, and the plans used to implement them. The frameworks are policy documents, not plans. Frameworks act as foundational guides for the development of plans in each mission area. These frameworks are not intended to, and do not create any right or benefit, substantive or procedural, enforceable at law or equity, against the United States, its departments, agencies, or other entities, its officers or employees, or any other person.

### ***Additional Relevant Authorities***

The following is a non-exhaustive list of additional authorities that could be used by agencies for obtaining resources and enhanced capability, as well as the financing of disaster recovery activities.

- **The Economy Act.** 31 U.S.C. §§ 1535–1536 authorizes Federal agencies to provide goods or services, on a reimbursable basis, to other Federal agencies when more specific statutory authority does not exist.
- **The Defense Production Act (DPA).** Pub. L. No. 113-172, as amended, 50 U.S.C. §§2061 et seq. is the primary source of Presidential authorities used to expedite and expand the supply of critical resources from the United States industrial base to support the national defense. In addition to military, energy, and space activities, the Defense Production Act definition of "national defense" includes emergency preparedness activities conducted pursuant to Title VI of the Stafford Act, protection and restoration of critical infrastructure, and efforts to prevent, reduce vulnerability to, minimize damage from, and recover from acts of terrorism within the U.S. The President's Defense Production Act authorities are delegated to the heads of various Federal departments in Executive Order 13603.
- **Service First Legislation.** Section 330 of Public Law 106-291, as amended, authorizes the Secretaries of the Interior and Agriculture to make reciprocal delegations of their respective authorities, duties, and responsibilities in support of the Service First initiative agency-wide to promote customer service and operational efficiency. The Service First authority may be used in place of the Economy Act to expedite interagency cooperation.
- **The National Emergencies Act.** 50 U.S.C. §§ 1601–1651 establishes procedures for a Presidential declaration of a national emergency and the termination of national emergencies by the President or Congress.

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<sup>27</sup> Except for those activities that may interfere with the authority of the Attorney General or the Federal Bureau of Investigation Director, as described in Presidential Policy Directive-8.

- **The Office of Federal Procurement Policy Act.** 41 U.S.C. § 1903 authorizes emergency procurement authorities (1) in support of a contingency operation, or (2) to facilitate the defense against or recovery from a nuclear, biological, chemical, or radiological attack against the United States. See also Federal Acquisition Regulation Part 18.2.
- **The Emergency Federal Law Enforcement Assistance Act.** 42 U.S.C. § 10501 authorizes the Attorney General, in a law enforcement emergency and upon written request by a governor, to coordinate and deploy emergency Federal law enforcement assistance to local, state, tribal, territorial, and insular area law enforcement authorities.
- **Public Health Service Act.** 42 U.S.C. § 201 et seq. forms the foundation of the Department of Health and Human Services' (HHS) legal authority for responding to public health emergencies. It includes a section (42 U.S.C. § 247d) that empowers the Secretary of HHS to declare a Public Health Emergency if he or she determines, after consultation with such public health officials as may be necessary, that (1) a disease or disorder presents a public health emergency, or (2) a Public Health Emergency, including significant outbreaks of infectious diseases or bioterrorist attacks, otherwise exists.
- **Price-Anderson Act.** 42 U.S.C. § 2210 Establishes an insurance framework applicable to the nuclear energy industry to compensate the public for certain damages, including personal injury and property damages, in the event of a nuclear incident at a commercial nuclear facility. The Price-Anderson Act also covers Department of Energy facilities, private licensees, and their subcontractors.
- **Clean Water Act.** 33 U.S.C. § 1251 et seq. employs a variety of regulatory and nonregulatory tools to reduce direct pollutant discharges into the Nation's waterways, finance wastewater treatment facilities, and manage polluted runoff. It also gives the Environmental Protection Agency the authority to implement pollution control programs and to set wastewater standards for industry and limitations on contaminants in surface waters. The broader goal of the Act is to help restore and maintain the chemical, biological, and physical integrity of the Nation's waters.
- **Oil Pollution Act.** 33 U.S.C. § 2701 et seq. amended the Clean Water Act and enhances the Nation's ability to prevent and respond to oil spills by establishing a comprehensive regime to address oil discharges into U.S. navigable waters, including the provision of funds and resources necessary to respond to oil spills. The Act created the national Oil Spill Liability Trust Fund (replacing the revolving fund under Section 311(k) of the Clean Water Act), which is available to provide up to one billion dollars per spill incident. Additionally, the Act provides new requirements for contingency planning both by government and industry via the National Oil and Hazardous Substances Pollution Contingency Plan, 40 C.F.R. Part 300.
- **Comprehensive Environmental Response, Compensation, and Liability Act.** 42 U.S.C. § 9601 et seq., commonly known as Superfund, provides broad Federal authority to respond directly to releases or threatened releases of hazardous substances and of pollutants or contaminants that may present an imminent and substantial danger to the public health or welfare. Response activities are conducted in accordance with the National Oil and Hazardous Substances Pollution Contingency Plan, a regulation applicable to all Federal agencies involved in responding to hazardous substance releases.
- **Small Business Act.** 15 U.S.C. 631 et seq. authorizes the Small Business Administration to provide affordable, timely, and accessible financial assistance to homeowners, renters, businesses, and private nonprofits following a disaster. Disaster loans for property damages are available to homeowners, renters, non-farm businesses of all sizes, and private nonprofit

organizations. Certain private nonprofits and small businesses are also eligible for Economic Injury Disaster Loans to help with ongoing operating expenses until they recover from the disaster.