

## PRESIDENTIAL POLICY DIRECTIVE/PPD-8 REFRESH

### WORKING DRAFT—RECOVERY FEDERAL INTERAGENCY OPERATIONAL PLAN

#### NATIONAL ENGAGEMENT

**August 3, 2015**

Attached for your review is the working draft of the Recovery Federal Interagency Operational Plan (FIOP), second edition. The Recovery FIOP is an all-hazards plan that provides guidance for the implementation of the National Disaster Recovery Framework. It describes how the Federal government delivers core capabilities for the Recovery mission area and provides the overarching interagency coordination structure for the recovery phases.

As part of the FIOPs National Engagement Period, the Recovery FIOP is attached for review and feedback. We feel it is important to seek your input on the draft document at this critical juncture.

This update of the FIOPs focuses on discrete, critical content revisions, and confirming edits as a result of comments received on the National Preparedness Goal and the National Planning Frameworks. Additional changes are the result of the lessons learned from implementing the FIOPs and recent events, as well as the findings of the National Preparedness Report.

The Recovery Working Group is exploring a change in the structure of the Recovery FIOP, replacing the current six Recovery Support Function (RSF) annexes with eight annexes focused on Core Capabilities. This approach will ensure the three common core capabilities are more clearly represented in the FIOP and enhance cross-mission area integration. These annexes will incorporate the existing RSF content; therefore, your feedback on the RSF Annexes is critical as the working group develops the new annex format. The base FIOP will still describe the overall responsibilities of the Recovery Support Functions to deliver core capabilities and support State, Tribal, Territorial and Local recovery efforts.

To ensure all feedback is properly handled, reviewers are asked to use the provided feedback submission form located at <https://www.fema.gov/learn-about-presidential-policy-directive-8> to submit feedback and recommendations. Please provide any comments and recommendations, using the submission form, to [PPD8-Engagement@fema.dhs.gov](mailto:PPD8-Engagement@fema.dhs.gov) by **Wednesday, September 2, 2015 at 5:00 PM EDT**.

The feedback received supports the development of the second edition of the Recovery FIOP. Please distribute the draft to any applicable partners, stakeholder, or individuals.

We look forward to receiving your feedback and thank you for your continued contributions on this important endeavor.

V/R,

National Integration Center

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## 45 Introduction

46 Presidential Policy Directive 8 (PPD-8) is aimed at strengthening the security and resilience of the  
47 United States through systematic preparation for the threats that pose the greatest risk to the security  
48 of the Nation. PPD-8 defined five mission areas—Prevention, Protection, Mitigation, Response, and  
49 Recovery—and directed the development of a series of policy and planning documents to enhance  
50 national preparedness. As part of this effort, PPD-8 required the development of a National Planning  
51 System to integrate planning across all levels of government and with the private and nonprofit  
52 sectors around key capabilities that can be mixed and matched, as needed, to provide an agile,  
53 flexible approach to prevent, protect, mitigate, respond, and recover.

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

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

## 68 *Mission, Purpose, and Scope*

69 The Recovery FIOP describes how the Federal Government delivers core capabilities for the  
70 Recovery mission area. It is a plan that provides guidance for implementing the NDRF. The  
71 Recovery FIOP provides guidance for effective delivery of recovery support to disaster-impacted  
72 state, local, tribal, and territorial jurisdictions, including insular areas. It provides a flexible structure  
73 that enables disaster recovery managers to operate in a unified and collaborative manner, while  
74 preserving the civil rights and civil liberties of all community members. The Recovery FIOP  
75 describes how Federal recovery field leadership and Recovery Support Function (RSF) agencies and  
76 related entities work in coordination with nongovernmental and private sector organizations to  
77 support local, state, tribal, territorial, and insular-area recovery efforts. The Recovery FIOP consists  
78 of a base plan and six supporting RSF annexes. The Recovery FIOP is built on the National Incident

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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.

79 Management System concepts and principles and promotes the whole community as full partners in  
80 recovery operations and national preparedness activities.

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

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

89 The Recovery FIOF accomplishes the following:

- 90 ▪ Describes the process by which RSF agencies can use existing programs to enhance pre-disaster  
91 preparedness, post-disaster activities, mitigation, and resilience
- 92 ▪ Describes the organizational concept of the recovery coordination structure in the field and how  
93 it relates to other field-level organizations
- 94 ▪ Describes how the Recovery FIOF will integrate with the Prevention, Protection, Mitigation, and  
95 Response FIOFs and their corresponding coordinating structures
- 96 ▪ Describes the post-disaster FDRC and RSF activation and deployment process
- 97 ▪ Describes how the Federal recovery coordination structure will adapt and interface with local,  
98 state, tribal, territorial, and insular area recovery organizational structures
- 99 ▪ Describes the process for coordinating RSF activities and facilitating the application of Federal  
100 Recovery core capabilities in support of impacted local, state, tribal, territorial, and insular area  
101 communities
- 102 ▪ Describes the role of the Mitigation Advisor and other program liaisons
- 103 ▪ Defines the purpose and objectives of post-disaster recovery impact assessment processes
- 104 ▪ Describes the parameters for developing and implementing the Recovery Support Strategy (RSS)
- 105 ▪ Describes considerations in determining the timeline for demobilization and transition to steady  
106 state operations

## 107 *Enhanced Recovery Resources and Capability for Non-Stafford Act* 108 *Events*

109 The majority of incidents are managed by the local, state, tribal, and territorial government without a  
110 Presidential Declaration under the Stafford Act. Some incidents qualify for a Presidential Declaration  
111 under the Stafford Act. Depending on a number of factors, including the magnitude and severity of  
112 the impact, the President may authorize either one or a combination of Federal assistance programs  
113 to support community recovery. Other statutes, such as the Homeland Security Act, may also  
114 authorize substantive Federal assistance in response to certain types of incidents. After the 2010  
115 Deepwater Horizon oil spill, for example, Federal response was managed pursuant to the Oil  
116 Pollution Act. For incidents that do not receive a Presidential disaster declaration, the lead Federal  
117 response or recovery agency designated in law or regulation may appoint an FDRC to coordinate  
118 recovery activities. The FDRC may apply similar organizational concepts and structures as used  
119 during Stafford Act operations. In such instances, the FDRC-RSF recovery support management

120 structure may inform the lead Federal official and strengthen the Federal recovery effort. Ultimately,  
121 the type of recovery support provided will be of a similar nature in non-Stafford Act incidents as that  
122 provided in Stafford Act incidents.

## 123 *Audience*

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

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

## 136 *Situation*

137 Risk is the potential for an unwanted outcome resulting from an incident, event, or occurrence, as  
138 determined by its likelihood and the severity of potential associated impacts. Risk is assessed based  
139 on applicable threats and hazards, vulnerabilities, and consequences. The Strategic National Risk  
140 Assessment (SNRA) identifies the threats and hazards that pose the greatest risk to the Nation and  
141 provides the basis for establishing the National Preparedness Goal and the core capability  
142 requirements for all mission areas. The SNRA also affirms the need for the Recovery FIOP to  
143 incorporate an all-hazards, capability-based approach to preparedness planning. The SNRA identifies  
144 multiple no-notice catastrophic incidents with cascading effects across multiple regions, involving  
145 multiple urban communities, and resulting in a substantial number of fatalities and injuries,  
146 widespread property loss, and the disruption of essential services across a large geographic area as  
147 the greatest threat to this mission area. The Recovery FIOP Concept of Operations is designed to be  
148 scalable to address the variety of different disaster incidents identified in the SNRA.

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

154 During and after an incident, engaging the whole community is essential to national preparedness,  
155 and individuals and localities are key components. With equal access to the pertinent knowledge and  
156 skills, all members of the community can contribute to national preparedness. Survivors within the  
157 impacted area may include people from religious, racial, and ethnically diverse backgrounds;  
158 individuals who do not read, have limited English proficiency (LEP) or are non-English speaking;  
159 individuals with disabilities and others with access and functional needs, as well as individuals who  
160 live in the community and individuals who are institutionalized; older adults with and without  
161 disabilities; children with and without disabilities and their parents; individuals who are  
162 economically or transportation disadvantaged; pregnant women; individuals who have chronic  
163 medical conditions; those with pharmacological dependency; and owners of animals including

164 household pets and service animals. Their contributions must be integrated into preparedness efforts,  
165 including pre-disaster recovery planning, and their needs must be incorporated as the whole  
166 community plans for, and delivers the core capabilities.

## 167 *Planning Assumptions and Critical Considerations*

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

- 170 ▪ A catastrophic natural, technological, or adversarial centered incident may occur with no or little  
171 warning.
- 172 ▪ Unanticipated cascading effects will be associated with the incident; therefore, solutions must  
173 respond to root causes, e.g., communities may experience a steady-state suboptimal health status,  
174 with associated economic and societal costs.
- 175 ▪ A Presidential Major Disaster Declaration may or may not be issued under the authority of the  
176 Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), including  
177 concurrent response, recovery, and mitigation activities.
- 178 ▪ For incidents that do not receive a Presidential declaration under the Stafford Act, the lead  
179 Federal response or recovery agency designated in law or regulation may appoint an FDRC to  
180 coordinate recovery activities.
- 181 ▪ Inter- and intra-state, local, tribal, territorial, and insular area government mutual aid capabilities  
182 may be depleted and overwhelmed to exhaustion.
- 183 ▪ Critical transportation routes and infrastructure will be disrupted by the incident or by secondary  
184 effects, such as populace movement and emergency response efforts.
- 185 ▪ A large number of people in the affected population will have disabilities or access and  
186 functional needs, requiring physical, programmatic, and/or communications accommodation.
- 187 ▪ Federal agencies, nongovernmental organizations, and businesses execute relevant support under their  
188 own authorities. Federal agencies will keep RSFs informed of relevant activities.
- 189 ▪ A significant part of the overall health impacts will be the behavioral health and stress mitigation  
190 needs of survivors, responders, and the systems that provide behavioral health services and care.

## 191 **Critical Considerations**

- 192 ▪ The activities and functions addressed in the Recovery FIOP may occur concurrently with those  
193 addressed by the other mission area frameworks and FIOPs.
- 194 ▪ RSFs will not independently initiate RSF field operations without FDRC coordination.
- 195 ▪ This Recovery FIOP attempts to avoid repeating non-critical concepts that are covered within the  
196 Prevention, Protection, Mitigation, and Response frameworks and FIOPs.
- 197 ▪ In general, the FDRC, in conjunction with the Federal Coordinating Officer (FCO), or other  
198 Federal official, will coordinate most field-level activities from the Joint Field Office (JFO). As  
199 such, the Recovery FIOP will not describe the logistical and administrative support functions  
200 offered within the JFO or similar offices and structures (e.g., area field offices or processing  
201 centers). Federal support may be provided from remote locations.
- 202 ▪ The extent of Federal support will be based in part on existing statutory authorities and the  
203 availability and applicability of resources.

- 204   ▪ Overall community health impacts will be considered during recovery planning and decision  
205   making by all RSFs.
- 206   ▪ Emergency Support Function (ESF) #15 (External Affairs) coordinates the delivery of recovery  
207   core capability Public Information and Warning at the Federal level.
- 208   ▪ Collaborating with stakeholders, including State Disaster Recovery Coordinators (SDRC) and  
209   Tribal/Territorial Disaster Recovery Coordinators (TDRC), to develop and deliver quality data  
210   that increases public awareness leads to action that reduces risk to life and property through a  
211   process that includes hazard mitigation planning.
- 212   ▪ Understanding the capability gaps and recovery needs enable local, state, tribal, and territorial,  
213   leaders to identify priorities and make informed decisions with best available data.
- 214   ▪ Working with other Federal departments and agencies through the coordinating structures of the  
215   RSFs ensures that each has an understanding of the tools and resources available to increase  
216   community resilience.
- 217   ▪ All references to disaster-impacted communities are inclusive of
- 218       • Individuals with disabilities and others with access and functional needs;
- 219       • Individuals from racially and ethnically diverse backgrounds, including people with LEP;
- 220       • Seniors, children, and members of traditionally underserved populations; and
- 221       • Animals including household pets, service and assistance animals, companion animals,  
222       working animals, agricultural animals/livestock, wildlife, and other animals (see Appendix  
223       A: Definitions).
- 224   Note: Civil rights laws require equal access and integration of all individuals without discrimination  
225   on the basis of race, color, national origin, disability, and age.

## 226   **Concept of Operations**

227   The concept of operations outlines the operational progression necessary for the field leadership to  
228   deliver Federal recovery support to disaster-impacted communities.

229   Additionally, it provides management structure and practices on how the incident-specific mission  
230   and organization will be defined to facilitate recovery coordination with local, state, tribal, territorial,  
231   insular area, and nongovernmental organizations, including voluntary agencies and private sector  
232   stakeholders.

### 233   *General Mission Objective*

234   Supporting local, state, tribal, territorial, and insular area governments in their pursuit of successful  
235   recoveries is the general mission objective of this FIOP, understanding that each state, tribe, territory,  
236   or community defines successful recovery outcomes differently based on its circumstances,  
237   challenges, recovery vision, and priorities. Following are common mission objectives to guide the  
238   disaster specific field organization in effectively assisting recovery efforts in achieving their  
239   definition of success:

- 240   ▪ Good coordination with all involved Federal departments and agencies and the requesting  
241   authority and its communities.

- 242   ▪ Manage the right organization structure and coordination processes to support every major  
243   milestone/support strategy of the disaster support lifecycle.
- 244   ▪ Ensure the disaster specific field organization has all the right stakeholders from Federal  
245   departments and agencies engaged with inputting into the support strategy development and  
246   implementation.
- 247   ▪ Transition coordination and support to the permanent local, state, regional, district or  
248   headquarters (HQ) Federal offices as timely as operationally possible.
- 249   ▪ Provide integrated project planning capability/capacity for all Federal programs that have disaster  
250   recovery support strategy interdependencies.

251   Specific objective targets on each recovery core capability are described in the next section. RSF  
252   specific objectives are described in the RSF annexes.

### 253   *Recovery Core Capabilities*

254   The National Preparedness Goal identifies national-level “core capabilities” for each of the five  
255   mission areas (Prevention, Protection, Mitigation, Response, and Recovery). As defined in the  
256   National Preparedness Goal, core capabilities are the distinct critical elements necessary to achieve  
257   the National Preparedness Goal that operate at multiple levels of government. The eight Recovery  
258   core capabilities as defined in the National Preparedness Goal are depicted in Table 1.

259                                   **Table 1: Recovery Mission Area 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 well as the actions being taken and the assistance being made available, as appropriate.
<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>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.

### 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.

### Natural and Cultural Resources

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.

260

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

## 264 *Common Core Capabilities*

265 Three core capabilities—Planning, Public Information and Warning, and Operational Coordination  
266 (Leadership)—are common to all five mission areas. How Federal departments and agencies will  
267 work to support these three capabilities for recovery is incorporated primarily within the body of this  
268 base plan. The other five capabilities, which align with five of the six RSFs, are addressed as annexes  
269 to the Recovery FIOP. The Planning core capability is addressed in the base plan and the Community  
270 Planning and Capacity Building (CPCB) RSF annex (the CPCB RSF Annex addresses support for  
271 local, state, tribal, territorial, and insular area recovery planning). The Planning core capability also  
272 addresses operational planning activities (e.g., JFO Incident Action Plan [IAP] process and the RSS  
273 development is addressed in the Key Operational Steps and Objectives section of this base plan).

## 274 **Operational Coordination**

275 Coordination and information sharing are the key components for maximizing resources and  
276 ensuring that community recovery needs are effectively supported by every RSF across the whole  
277 community.

278 The FDRC is responsible for a wide-range of coordination of Federal recovery activities to achieve  
279 RSS objectives:

- 280 ▪ **Coordination within the JFO:** This includes FDRC-RSF coordination with other JFO elements  
281 such as the ESFs, Operations Section, and program areas.
- 282 ▪ **Coordination between the FDRC, Hazard Mitigation Advisor, and RSFs:** This includes  
283 coordination of direction, guidance, and information within the management structure.
- 284 ▪ **Coordination among the RSFs:** This is RSF inter-coordination regarding coordination to  
285 identify potential program overlaps and linkages among the RSFs and to determine how to best  
286 leverage and maximize RSF resources.
- 287 ▪ **Coordination with State/Tribal/Territorial/Insular Area Counterparts:** This is coordination  
288 between the FDRC and the RSFs with their counterparts at the state/tribal/territorial/insular area  
289 levels.

290 Efficient sharing of information is integral to successful coordination. This includes the flow of  
291 information between the FDRC and the RSFs; local, state, tribal, territorial, and insular area  
292 governments; and other operational components (e.g., Community Recovery Assistance Group and

293 the FDRC Representatives). Additionally, successful coordination includes the coordination of  
294 activities and resources between the Response and Recovery mission areas.

295 The primary forum for coordinating RSF support activities will be a meeting convened by the FDRC  
296 and SDRC/TDRC with the RSF Field Coordinators and the Mitigation Advisor. This meeting is  
297 analogous to the Command and General Staff meeting at a JFO. This meeting will provide the  
298 FDRC, the RSFs, the Mitigation Advisor, the SDRC/TDRC, and, when feasible, the LDRM(s) with  
299 the opportunity to brief one another and ask questions.

300 These meetings will set the stage for

- 301 ▪ Discussing and addressing local, state, tribal, territorial, and insular area objectives raised by the  
302 SDRC/TDRC and the LDRM(s)
- 303 ▪ Providing strategic guidance and direction to RSFs
- 304 ▪ Coordinating activities across RSFs
- 305 ▪ Synchronizing RSF timelines
- 306 ▪ Leveraging resources
- 307 ▪ Identifying and resolving key recovery issues
- 308 ▪ Coordinating participation by the whole community, including individuals with disabilities and  
309 others with access and functional needs; those from religious, racial, and ethnically diverse  
310 backgrounds; and people with LEP
- 311 ▪ Promoting the sharing of ideas and creative approaches for dealing with complex challenges
- 312 ▪ Tracking and measuring progress
- 313 ▪ Coordination with the Federal Emergency Management Agency (FEMA) Voluntary Agency  
314 Liaison, ESF #6, and long-term recovery groups to address survivors' unmet disaster-related  
315 needs and participate in the overall community recovery effort.

## 316 **Public Information and Warning**

317 During the Federal recovery support operation, all public information and communication is  
318 coordinated through ESF #15 (External Affairs) (which supports all RSFs). ESF #15 (External  
319 Affairs) unifies Federal External Affairs support for all External Affairs functional areas deployed to  
320 support an incident requiring a coordinated Federal response. ESF #15 (External Affairs) develops  
321 the strategic communications and messaging plans and outreach strategies for disaster response and  
322 recovery. To be successful, public messaging must be created and adapted to the needs of the  
323 situation. ESF #15 (External Affairs) ensures that accurate, actionable information is shared with all  
324 external stakeholders, including the general public and media; local, state, tribal, territorial, and  
325 insular area partners; the private sector; nongovernmental organizations; and members of Congress  
326 and their staff. ESF #15 (External Affairs) also identifies communities with LEP and accessible  
327 communication needs and develops strategies and materials to communicate with all populations  
328 throughout the recovery phase. The lead Federal agency will coordinate the delivery of public  
329 information and communications support among the involved Federal agencies.

330 The National Preparedness Goal provides the following operational targets for Recovery's Public  
331 Information and Warning core capability. ESF #15 (External Affairs) will work in support of the  
332 FDRC to achieve these targets.

- 333   ▪ Reach all populations within the community with effective recovery-related public information  
334   messaging and communications that are accessible to individuals with disabilities and others with  
335   access and functional needs and people with LEP; protect the health and safety of the affected  
336   population; help manage expectations; and ensure stakeholders have a clear understanding of  
337   available assistance and their roles and responsibilities.
- 338   ▪ Support affected populations and stakeholders with a system that provides appropriate, current  
339   information about any continued assistance, non-disaster specific resources for long-term  
340   impacts, and monitoring programs in an effective and accessible manner.

## 341 **Planning**

342 Pre- and post-disaster planning is a prerequisite for the implementation of a well-orchestrated, well-  
343 led and inclusive recovery process at the local, state, tribal, territorial and Federal levels.

344 Preparedness initiatives help set the foundation for a recovery process that is then applied post event  
345 to effectively and efficiently reach a community's disaster recovery goals. Both pre- and post-  
346 disaster recovery planning are critical for communities to develop resilience and for successful and  
347 timely recovery. All governments have the responsibility to develop recovery strategies prior to and  
348 following an incident.

### 349 ***Pre-Disaster Recovery Planning***

350 Pre-disaster recovery planning enables local, state, tribal, territorial and Federal governments to  
351 effectively direct pre-disaster activities to identify roles and increase resilience. Pre-disaster plans  
352 provide a common platform to guide recovery decisions and activities and expedite a unified  
353 recovery effort. When done in conjunction with local and regional comprehensive, community  
354 development and mitigation planning, pre-disaster recovery planning helps to establish roles,  
355 responsibilities and partnerships; lay out recovery priorities and policies; incorporate hazard  
356 mitigation strategies in the wake of a disaster; and identify post-disaster processes and coordination.  
357 By integrating and coordinating planning initiatives among the other mission areas, as well as across  
358 other local, state tribal, territorial, and Federal planning, resilience is built.

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

360 The responsibility of preparing for recovery begins with the individual and integrates with the larger  
361 responsibility of the community and local government. Community planning efforts need to reflect  
362 and involve the whole community and be supported by voluntary, faith-based and community  
363 organizations; businesses; and local, state, tribal, territorial and Federal governments. To support  
364 inclusiveness of all community members in pre-disaster planning, local governments should employ a  
365 whole-community engagement strategy that builds local resilience and promotes joint ownership of  
366 the community's recovery by all stakeholders. Local governments are required to ensure community  
367 public meetings and communications are accessible (accessibility requirements include physical  
368 accessibility, program accessibility and effective communication access to all people); and that all  
369 information is adequate, effective, and accessible.

### 370 ***Post-Disaster Recovery Planning***

371 Post-disaster recovery planning supports a post-event decision-making process to adapt and  
372 implement pre-disaster priorities and policies. Post-disaster community recovery planning allows  
373 local leaders and community stakeholders to make complex, community-wide decisions. The post-  
374 disaster planning process is intended, first and foremost, to guide decisions and may not result in a  
375 formal plan document being produced. Planning results in establishment of community vision, goals,

376 initiatives, programs, strategies and/or projects. A post-disaster recovery plan document is often  
377 created when the complexity of the recovery and revitalization activities necessitates a more elaborate  
378 process. The resulting document communicates the outcome of that complex process through an  
379 integrated plan.

380 Whether a formal document is created or not, a post-disaster planning process forms the foundation  
381 for optimal integration of public, private, and nongovernmental efforts across the recovery core  
382 capabilities; the setting of recovery goals and priorities at the community level; and local  
383 management of recovery and allocation of resources. The planning process aids community leaders  
384 in setting and communicating benchmarks to measure progress toward a community-defined  
385 successful outcome. All affected communities can benefit by engaging in disaster recovery planning  
386 and developing inclusive strategies that are meaningful to multiple audiences, including members of  
387 the community, potential funders, nongovernmental organizations, and other whole community  
388 local, state, tribal, territorial and Federal governments.

### 389 *Federal Recovery Core Capability Targets*

390 The Recovery Support Function Leadership Group (RSFLG) established a working group to conduct  
391 an initial assessment of Federal readiness among the eight recovery core capabilities, as introduced in  
392 PPD-8, and an initial baseline of Federal recovery capability and capacity. The working group  
393 coordinated the development of draft Federal targets with the RSF and the common core capability  
394 coordinating agencies, primary agencies, and support organizations to ensure that the targets were  
395 truly Federal, and not department or agency specific. The RSFs will work to achieve those Federal  
396 recovery core capability targets within the range of their authorities, skills, resources, and context of  
397 the disaster. The FIOP and its annexes will lay out the operational activities and considerations  
398 needed to achieve the Federal targets when supporting the recovery efforts of state, local, tribal,  
399 territorial, and insular area government.

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Operational Coordination	
<p>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> <p><b>Core Capability Targets:</b></p> <ol style="list-style-type: none"> <li>1. Ensure that effective communications are maintained between Federal field operations and national leadership, including the RSFLG.</li> <li>2. Conduct recovery mission needs assessments to help state and Federal senior leadership determine the needed level of RSF engagement.</li> <li>3. Capture recovery issues from a wide array of public and private sector organizations at all applicable jurisdictional levels.</li> <li>4. Initiate, coordinate and implement recovery support actions by core capability as defined in an RSS integrating all appropriate Core Capabilities and RSFs.</li> <li>5. Provide overall coordination of the delivery of Federal programs contributing to the support of impacted communities to include state, local, tribal and territories.</li> <li>6. Convene and maintain a regular intergovernmental recovery working group with state and local leadership to coordinate and integrate recovery efforts.</li> <li>7. Prevention assets may provide data concerning contamination in an impacted area that could assist Recovery activities.</li> </ol> <p><b>Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.</b></p>	

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OPERATIONAL COORDINATION		Total Targets Supporting	Ops Coor.-01	Ops Coor.-02.1	Ops Coor.-02.2	Ops Coor.-03.1	Ops Coor.-03.2	Ops Coor.-03.3	Ops Coor.-05	Ops Coor.-06	Ops Coor.-07
<b>Coordinating Agency</b>	FEMA	9	x	x	x	x	x	x	x	x	x
Primary Agency	DOC	7	x	x		x	x	x	x	x	
Primary Agency	DOI	6	x			x	x	x	x	x	
Primary Agency	HHS	7	x	x		x	x	x	x	x	
Primary Agency	HUD	6	x			x	x	x	x	x	
Primary Agency	USACE	6	x			x	x	x	x	x	
TOTAL			6	3	1	6	6	6	6	6	1

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**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.

**Core Capability Targets:**

1. Organize and execute external engagement activities in support of recovery operations.
2. Provide a Federal interagency communications strategy for long-term public information and engagement needs in support of the Recovery Support Strategy.

**Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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PUBLIC INFORMATION & WARNING		Total Targets Supporting	PIW-01	PIW-02	PIW-03
<b>Coordinating Agency</b>	FEMA	3	x	x	x
Primary Agency	DOC	1	x		
Primary Agency	DOI	3	x	x	x
Primary Agency	HHS	3	x	x	x
Primary Agency	HUD	1	x		
Primary Agency	USACE	3	x	x	x
Supporting Agency	EPA	1	x		
Supporting Agency	GSA	1	x		
Supporting Agency	SBA	2	x	x	
Supporting Agency	USDA	3	x	x	x
<b>TOTAL</b>			10	6	5

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**Planning**

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.

**Core Capability Targets:**

1. Conduct a Mission Scoping Assessment (MSA) that pulls recovery impacts and issues from a broad array of sources and sectors to determine the more significant recovery issues and barriers upon which each RSF mission should focus with the state.
2. Based on the issues identified in the Mission Scoping Assessment and subsequent recovery issue and local/state priorities, document the Federally-supported recovery strategies and actions that are most relevant in an RSS.
3. Monitor, track, and report on implementation of strategic objectives and recovery support actions identified in the RSS. Capture lessons learned and effective practices that should be incorporated into NDRF Standard Operating Procedures.
4. Support local capacity to implement the planning core capability.

**Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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PLANNING		Total Targets Supporting	Planning-01	Planning-02	Planning-03	Planning-04	Planning-05	Planning-06	Planning-07	Planning-08.1	Planning-08.2	Planning-08.3	Planning-08.4	Planning-08.5
<b>Coordinating Agency</b>	FEMA	11	x	x	x	x	x	x	x	x	x		x	x
Primary Agency	DOC	5	x	x						x	x		x	
Primary Agency	DOI	4	x	x									x	x
Primary Agency	HHS	7	x	x						x	x	x	x	x
Primary Agency	HUD	2	x	x										
Primary Agency	USACE	3	x	x									x	
Supporting Agency	CNCS	1											x	
Supporting Agency	DoED	1											x	
Supporting Agency	EPA	1												x
Supporting Agency	GSA	1											x	
Supporting Agency	USAB	1											x	
Supporting Agency	USDA	2								x			x	
<b>TOTAL</b>			6	6	1	1	1	1	1	4	3	1	10	4

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**Economic Recovery**

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.

**Core Capability Targets:**

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.

**Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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ECONOMIC RECOVERY		Total Targets Supporting	Econ-01	Econ-02	Econ-03	Econ-03.1	Econ-03.2	Econ-03.3	Econ-03.4	Econ-04	Econ-05	Econ-06
<b>Coordinating Agency</b>	DOC	10	x	x	x	x	x	x	x	x	x	x
Primary Agency	DHS	1	x									
Primary Agency	DOL	2							x			x
Primary Agency	FEMA	3		x						x	x	
Primary Agency	SBA	7	x	x		x	x	x		x		x
Primary Agency	TREAS	2	x								x	
Primary Agency	USDA	3	x	x					x			
Supporting Agency	EPA	1									x	
Supporting Agency	HHS	1	x									
Supporting Agency*	DOS	1							x			
Supporting Agency*	GSA	2						x	x			
<b>TOTAL</b>			6	4	1	2	2	3	5	3	4	3

\*New Supporting Agency.

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**Health and Social Services**

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.

**Core Capability Targets:**

1. Conduct MSA of the Health and Social Services (H&SS) nine Core Mission Areas to determine impacts and unmet needs.
2. Facilitate availability and access of essential health and social services to limit further consequences to individuals, families and communities.
3. Facilitate availability and access of essential health, behavioral health, and social services to limit further consequences to individuals, families and communities.
4. Identify populations with access and functional needs through monitoring and collaboration with response and recovery partners to promote the inclusion of all individuals affected by disaster.
5. Support the health protection of the population through messaging, education and training.
6. Support the restoration, improvement, resilience, and sustainability of the health, behavioral health, and social services networks and educational environments to meet the needs and well-being of communities.

**Note, the FIOF focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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HEALTH & SOCIAL SERVICES		Total Targets Supporting	HSS-01	HSS-02	HSS-03	HSS-04	HSS-05	HSS-06	HSS-07
<b>Coordinating Agency</b>	HHS	6	x	x	x	x	x	x	
Primary Agency	CNCS	4		x	x	x		x	
Primary Agency	DHS	5		x	x	x	x	x	
Primary Agency	DoED	1		x					
Primary Agency	DOI	1		x					
Primary Agency	DOL	2	x	x					
Primary Agency	EPA	1		x					
Primary Agency	FEMA	6	x		x	x	x	x	x
Primary Agency	VA	3		x	x	x			
Supporting Agency	SBA	1						x	
Supporting Agency	TREAS	0							
Supporting Agency	USDA	2	x	x					
Supporting Agency*	DOC	1		x					
<b>TOTAL</b>			4	10	5	5	3	5	1

\*New Supporting Agency.

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Housing	
Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.	
<b>Core Capability Targets:</b>	
<ol style="list-style-type: none"> <li>1. Assess preliminary housing impacts and needs, identify available options for temporary housing to include leasing options, and plan for permanent housing.</li> <li>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.</li> <li>3. Provide technical assistance and program assistance to build local, regional, and state capacity to manage the short-, intermediate-, and long-term consequences of an incident.</li> <li>4. Provide integrated technical and Federal program assistance to ensure that housing resilience principles are integrated in locally-driven recovery efforts.</li> <li>5. Facilitate understanding of how Federal programs and resources support post-disaster housing, community development, and resilience-related recovery needs.</li> </ol>	
<b>Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.</b>	

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HOUSING		Total Targets Supporting	Housing-01	Housing-02	Housing-03	Housing-04	Housing-05
<b>Coordinating Agency</b>	HUD	5	x	x	x	x	x
Primary Agency	DOJ	1			x		
Primary Agency	FEMA	5	x	x	x	x	x
Primary Agency	USDA	3	x	x	x		
Supporting Agency	ARC	3	x	x	x		
Supporting Agency	CNCS	1			x		
Supporting Agency	DOC	2		x			x
Supporting Agency	DOE	1			x		
Supporting Agency	EPA	1				x	
Supporting Agency	HHS	3	x	x	x		
Supporting Agency	NVOAD	1		x			
Supporting Agency	SBA	1			x		
Supporting Agency	USAB	1			x		
Supporting Agency	VA	1			x		
Supporting Agency*	GSA	1			x		
<b>TOTAL</b>			5	7	12	3	3

\*New Supporting Agency.

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**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.

**Core Capability Targets:**

1. Facilitate the sharing, aggregation, and integration of Infrastructure Systems (IS) impact data and recovery information to support recovery decision making for infrastructure stakeholders.
2. Provide technical and program assistance to build local, regional, and state capacity to manage intermediate- and long-term revitalization actions linked to short-term restoration of infrastructure in response to an incident.
3. Ensure cross-sectoral information sharing and prioritization of revitalization and recovery efforts in order to optimize resource investment.
4. Promote resilience and sustainability principles to be integrated in locally-driven infrastructure revitalization and recovery efforts.
5. Facilitate the integration and understanding of how Federal programs and resources support community-level and private sector infrastructure revitalization.

**Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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INFRASTRUCTURE SYSTEMS		Total Targets Supporting	IS-01	IS-02	IS-03	IS-04	IS-05	IS-06	IS-07	IS-08	IS-09	IS-10	IS-11	IS-12	IS-13	IS-14
<b>Coordinating Agency</b>	USACE	1													x	
Primary Agency	FEMA	6		x							x	x	x	x		x
Primary Agency	DOE	3	x	x	x											
Primary Agency	DHS	1												x		
Primary Agency	DoD	1												x		
Primary Agency	DOI	1												x		
Primary Agency	DOT	4								x	x	x	x			
Supporting Agency	USDA	4	x			x		x						x		
Supporting Agency	DOC	2												x		x
Supporting Agency	EPA	4				x	x	x	x							
Supporting Agency	HHS	2	x						x							
Supporting Agency	GSA	1												x		
Supporting Agency	FCC	1												x		
Supporting Agency	NRC	1		x												
<b>TOTAL</b>			3	3	1	2	1	2	2	1	2	2	2	8	1	2

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**Natural and Cultural Resources**

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.

**Core Capability Targets:**

1. Coordinate and facilitate the sharing and integration of natural and cultural resources (NCR). Integration of data on the impacts of disasters to NCR help understand recovery needs and support good decision making by NCR recovery stakeholders
2. Provide funding and/or technical assistance in support of local recovery priorities to preserve, conserve, rehabilitate, and restore impacted NCR.
3. Facilitate, highlight, and provide resources to support the development and implementation of sustainable recovery strategies.
4. Promote best practices, green infrastructure, and environmental friendly design to reduce environmental impact and preserve sensitive NCR, and promote integration of mitigation actions into rebuilding strategy.
5. Provide technical and program assistance to develop recovery planning and establish recovery task forces and NCR organization networks to enhance recovery capability and resilience.
6. Coordinate environmental and historic preservation (EHP) issues across the RSFs and with Federal, state, tribal and local agencies and provide expertise for the implementation of the Unified Federal Review (UFR) process to ensure the EHP compliance for recovery projects and expedite the recovery process.

**Note, the FIOP focuses on the core capability targets that are operational in nature. The table below will be updated accordingly before final publication.**

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NATURAL & CULTURAL RESOURCES		Total Targets Supporting	NCR-01	NCR-02	NCR-03	NCR-04	NCR-05	NCR-06
<b>Coordinating Agency</b>	DOI	6	x	x	x	x	x	x
Primary Agency	EPA	1		x				
Primary Agency	FEMA	5	x	x	x	x		x
Supporting Agency	CNCS	3		x	x		x	
Supporting Agency	DOC	4	x	x		x	x	
Supporting Agency	HENTF	5	x	x	x	x	x	
Supporting Agency	NEH	1		x				
Supporting Agency	USACE	1		x				
Supporting Agency	USDA	4	x	x	x	x		
Supporting Agency*	GSA	1		x				
Supporting Agency*	HHS	1		x				
Supporting Agency*	NARA	3	x	x			x	
<b>TOTAL</b>			6	12	5	5	5	2

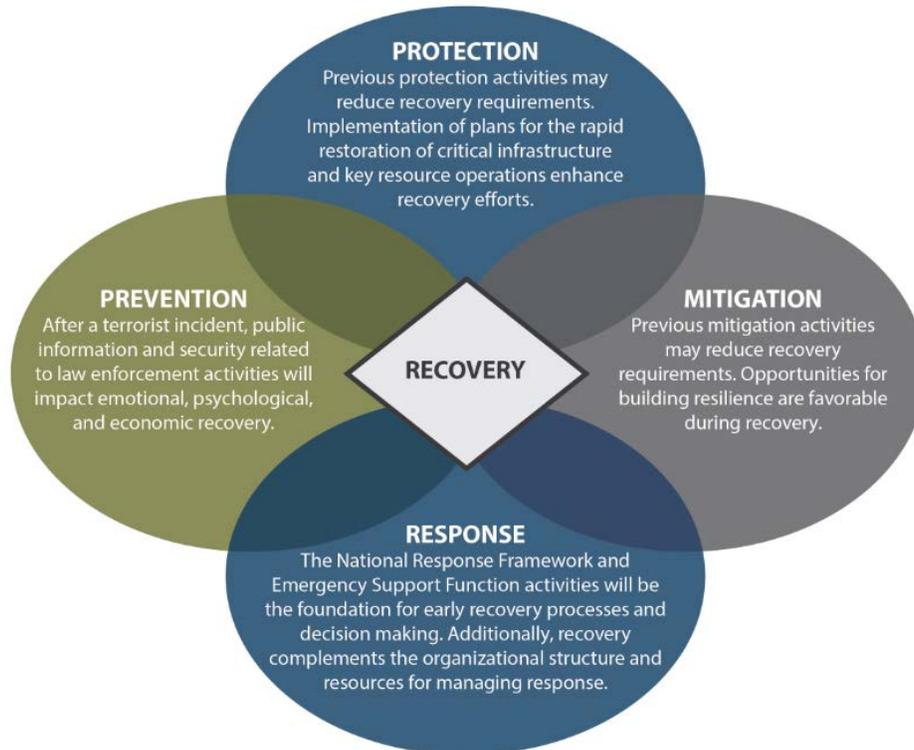
\*New Supporting Agency.

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## 455 *Mission Area Integration*

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



459

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

461 Mission area integration factors are identified to help address interdependencies, interactions, and  
 462 information relating to shared risks and coordination points between the Recovery core capabilities  
 463 and the other four mission areas. It is critical for Response and Recovery mission areas to coordinate  
 464 inclusion of RSF partners and stakeholders in ESF coordination and information sharing activities.  
 465 Integration factors are identified when core capabilities and other mission areas

- 466 ▪ Provide support to one another;
- 467 ▪ Have the potential to impact the other's command, control, or communication systems;
- 468 ▪ Provide or share resources and information; and
- 469 ▪ Execute the same authorities.

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

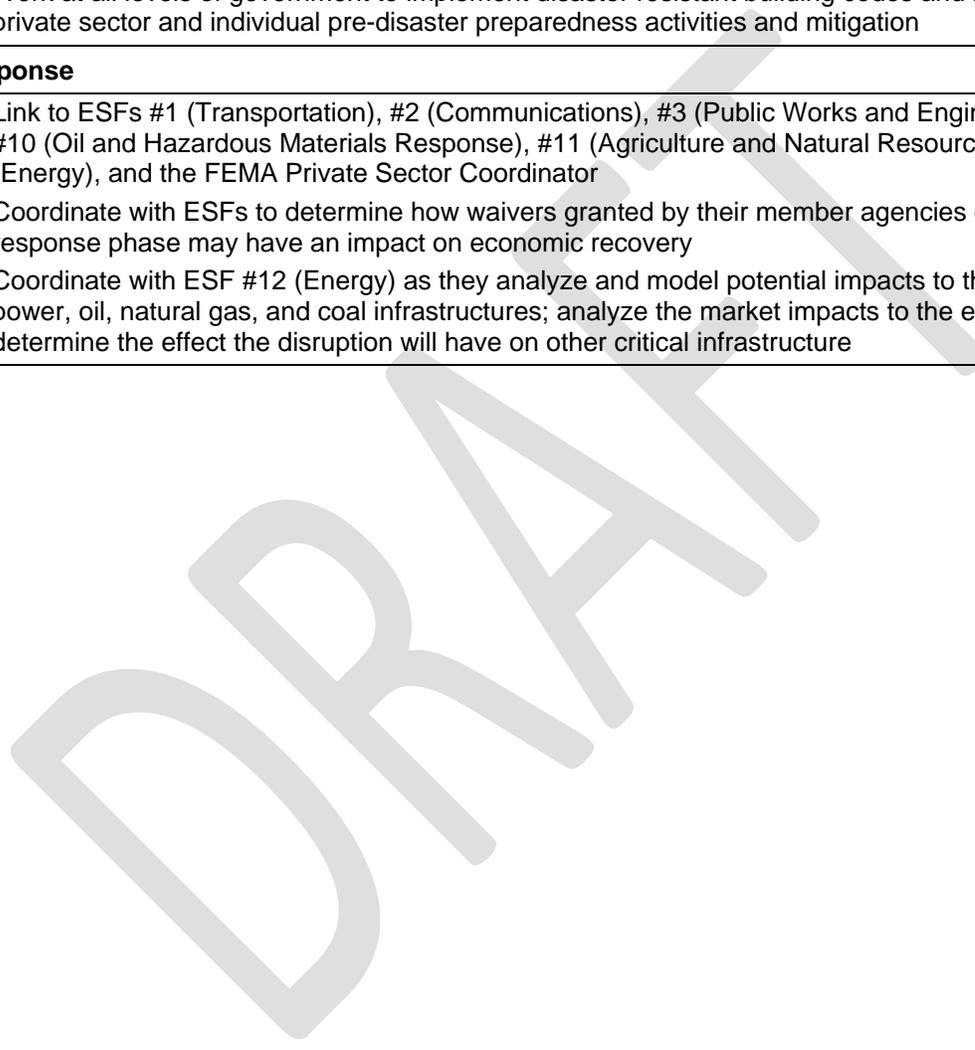
<b>Recovery Core Capability: Operational Coordination</b>	
<b>Prevention</b>	<ul style="list-style-type: none"> <li>▪ Control access to crime scenes and preserve evidence potentially located within damaged and/or contaminated areas</li> <li>▪ Coordinate as necessary with command, control, and communication components</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>▪ Coordinate with the pre- and post-disaster recovery plans to facilitate a resilient recovery process that takes protection into account</li> <li>▪ Coordinate with command, control, and communication components as necessary</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>▪ Provide, via Mitigation Advisor, connectivity to concurrent JFO Hazard Mitigation and Mitigation Framework Leadership Group activities</li> <li>▪ Coordinate with the pre- and post-disaster recovery plans to facilitate a resilient recovery process that takes mitigation into account</li> <li>▪ Act to address the resilience of the economy, housing, NCR, infrastructure, and health and social services during rebuilding</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</li> <li>▪ Provide senior-level decision makers with critical information requirements related to long-term recovery and economic impacts</li> <li>▪ Coordinate concurrent recovery operations with response operations, including the phase-out of response functions</li> <li>▪ Provide issue-specific guidance on processes 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> </ul>

Recovery Core Capability: Public Information and Warning
<p><b>Prevention</b></p> <ul style="list-style-type: none"> <li>▪ After terrorist attack, manage the release of public information after incidents to protect ongoing investigative and intelligence activities in an effort to prevent follow-on attacks, save lives, and assist in the initiation of psychological and social recovery</li> <li>▪ When a follow-on threat is identified, whether it be a natural disaster or potential terrorist attack, provide timely, actionable information to the public to save lives.</li> </ul>
<p><b>Protection</b></p> <ul style="list-style-type: none"> <li>▪ Coordinate information on critical infrastructure (CI) with interagency operational coordination centers</li> </ul>
<p><b>Mitigation</b></p> <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>
<p><b>Response</b></p> <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>▪ Provide assistance to the private sector in restoring infrastructure by facilitating access and security with state authorities</li> <li>▪ Ensure ESF 15 prepares to coordinate recovery information with FDRCs and RSFs</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 risks and threats/hazard identification to support and inform recovery operations</li> </ul>
<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</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 IAP process</li> <li>▪ Coordinate the RSS with the JFO Planning Section</li> <li>▪ Use geographic information system mapping and analysis products to support recovery efforts</li> <li>▪ Support the establishment of long-term recovery groups with the assistance of voluntary agency liaisons</li> <li>▪ Create links to resources to aid in the long-term recovery of the community through private sector liaisons</li> </ul>

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 before a disaster strikes including comprehensive land use policy</li> </ul>
<b>Mitigation</b>	<ul style="list-style-type: none"> <li>▪ Work at all levels of government to implement disaster resistant building codes and incentivize private sector and individual pre-disaster 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>

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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> </ul>
<b>Mitigation</b>	
	<ul style="list-style-type: none"> <li>▪ Identify health (to include Behavior Health) and social services systems during disaster planning and data collection</li> <li>▪ Identify key partners and individuals with access and functional needs in 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 on health and social services issues, ensure continuous support for health and social services needs, and help define critical recovery strategies</li> <li>▪ Support medical surveillance and monitoring efforts and evaluate the need for a longer-term epidemiological follow-up and medical monitoring</li> <li>▪ Conduct health and safety hazard assessments and disseminate guidance and resources to inform environmental health and safety practices for response personnel and the affected populations</li> <li>▪ Monitor Behavior Health contracts if implemented and support surveillance and monitoring efforts for the need for continuation or initiation of Behavior Health support</li> <li>▪ Promote public health best practices and coordinate behavioral health capabilities during pre-disaster recovery planning</li> <li>▪ Use available tools and data to identify at-risk individuals/groups during response</li> </ul>

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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> </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 JFO Disaster Housing Strategy</li> <li>▪ Implement the National Disaster Housing Strategy</li> <li>▪ Identify the requirements for direct housing missions, alternative housing options, and synchronizing government assistance programs</li> </ul>

Recovery Core Capability: Infrastructure Systems
<p><b>Prevention</b></p> <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>
<p><b>Protection</b></p> <ul style="list-style-type: none"> <li>▪ Integrate national-level data with local-level data (Homeland Infrastructure Threat and Risk Analysis Center)</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 for critical infrastructure and systems</li> </ul>
<p><b>Mitigation</b></p> <ul style="list-style-type: none"> <li>▪ Incorporate resilience and sustainability measures into identified IS 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 can help mitigate potential risks</li> </ul>
<p><b>Response</b></p> <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), ESF #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 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 NCR</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>

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

476 **Coordination of the Response and Recovery Missions**

477 While some post-incident recovery assessments and initiating activities occur simultaneously with  
 478 response mission activities, typically the recovery operation is ramping up as the response operation  
 479 is winding down. To effectively deliver support to local, state, tribal, territorial, and insular area  
 480 partners, it is critical that the two mission areas recognize the potential benefits of timing overlaps  
 481 and information sharing in their mission areas. During this timing overlap, Response mission area  
 482 and ESF operational activities will, when necessary, transition to the Recovery mission area and  
 483 associated RSFs. Key milestones that may indicate an increased demand for recovery process  
 484 coordination and information sharing include

- 485 ▪ State, tribal, territorial, or insular area government requests RSF engagement;
- 486 ▪ State, tribal, territorial, or insular area government initiates its own recovery plan and activates its  
 487 own recovery organization to manage recovery; and/or
- 488 ▪ The ESFs are demobilized.

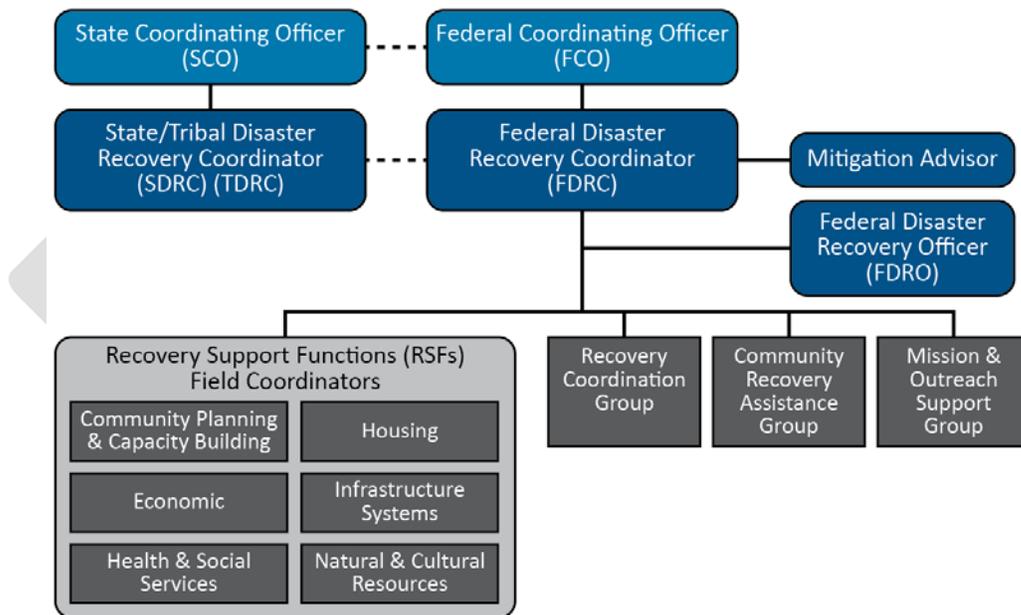
489 Upon appointment, the FDRC will monitor response operations and offer advice when those  
 490 operations may have cascading effects or impacts on recovery. The FDRC will work to ensure that  
 491 recovery activities do not impede ongoing response operations. The Recovery and Response  
 492 operations will be closely coordinated with the local, state, tribal, territorial, and insular area partners  
 493 to prevent duplicative activities, promote effective information sharing, and leverage response  
 494 contacts and resources. The FDRC will use existing protocols established by the Unified

495 Coordination Group (UCG).<sup>2</sup> Additionally, the FDRC will use the IAP process in use by the UCG to  
 496 track short-term priorities and progress toward longer-term milestones, which may become a part of  
 497 the RSS.

498 **Organizational Structures for Recovery Management**

499 The FDRC has the responsibility to establish an FDRC-RSF management structure that is most  
 500 appropriate to address the recovery issues and needs of local, state, tribal, territorial, and insular area  
 501 jurisdictions and their respective recovery organizational structures. The FDRC will capitalize on  
 502 pre-disaster efforts initiated by the Region and their recovery partners. The FDRC-RSF management  
 503 structure will adapt to the organizational structure adopted by the impacted government to interface  
 504 effectively with that structure, needs, and objectives.

505 Figure 2 provides a conceptual depiction of the key components of a typical FDRC-RSF  
 506 management structure and its relationship to the FCO, State Coordinating Officer (SCO), and SDRC.  
 507 The components of this management structure will vary depending on the scale and type of recovery  
 508 support needs. Not all RSFs will be needed or appropriate to support every operation, nor will all of  
 509 the other organizational components (e.g., Community Recovery Assistance Group) be necessary for  
 510 every operation. This structure, or discrete components of the structure, may be employed by the lead  
 511 Federal agency for non-Stafford Act incidents. In such cases, the lead Federal agency will have the  
 512 flexibility to apply this structure as they deem necessary.



*\*Note: Additional graphic being created to illustrate scope and scale of a recovery coordination operation. UFR Advisor, Deputy, EA, etc.*

513 **Figure 2: FDRC/RSF Management Structure Concept**

<sup>2</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.

514 The table below identifies the eight Recovery Core Capabilities established by PPD-8, National  
515 Preparedness Goal, and the corresponding Federal coordination and support resource.

516 **Table 3: Recovery Core Capabilities**

<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 for Federal Operational Planning</li> <li>▪ Planning Section</li> <li>▪ CPCB RSF*</li> </ul>
<b>Economic Recovery</b>	<ul style="list-style-type: none"> <li>▪ Economic 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>Health and Social Services</b>	<ul style="list-style-type: none"> <li>▪ H&amp;SS RSF</li> </ul>
<b>Natural and Cultural Resources</b>	<ul style="list-style-type: none"> <li>▪ NCR RSF</li> </ul>
<b>Public Information</b>	<ul style="list-style-type: none"> <li>▪ ESF-15 (External Affairs)</li> </ul>

517 \* CPCB is primarily responsible for aiding states with support for local planning, and it is not  
518 responsible for operational planning.  
519

520 The FDRC reports to the FCO and is primary advisor to the FCO on all recovery issues. Direct  
521 management of the Stafford Act disaster assistance programs (e.g., Individual Assistance [IA], PA,  
522 and mitigation grants) remains within the Operations Section. The FDRC coordinates closely with  
523 the Operations Section to ensure FEMA programs are represented within the appropriate RSFs.

524 The FDRC and SDRC consult with, and are advised by, the RSF Field Coordinators. To ensure the  
525 maximum visibility of RSF operations and coordination, the RSF Field Coordinators will be involved  
526 in all appropriate recovery mission decision making activities. While operationally reporting to the  
527 FDRC and in coordination with strategic objectives outlined in the RSS, the RSF Field Coordinators  
528 will be expected to broker RSF field activities within their statutory or delegated authority. Each  
529 Field Coordinator will work within the structures established in its respective RSF Annex for RSF  
530 intra-communication and decision making.

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

534 The FDRO provides direct day-to-day operational support to the FDRC in executing the disaster  
535 recovery mission, coordinates MSA processes, and helps in managing the development of the RSS  
536 and its implementation.

537 The Recovery Coordination Group, Community Recovery Assistance Group and Mission and  
538 Outreach Support Group will work under the direction of the FDRC and manage various key  
539 functions. These groups will support the FDRC and RSF activities as needed.

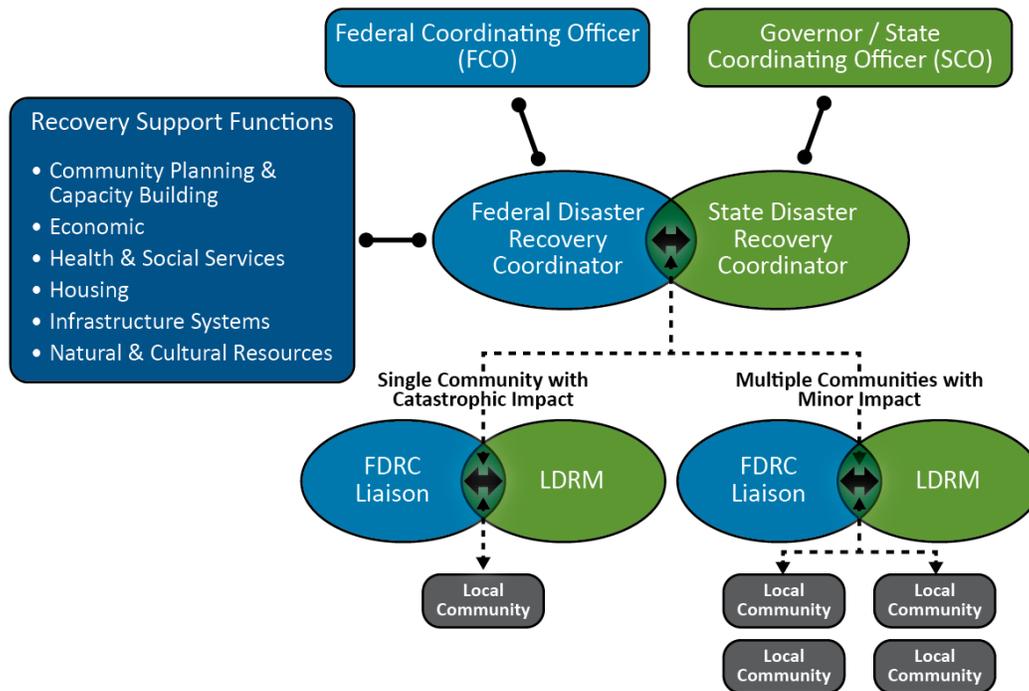
## 540 **Adapting to the Scale of Disaster and Recovery Support Needs**

541 The FDRC-RSF management structure is designed to be scalable and adaptable to a wide range of  
542 disasters. This allows for Federal recovery support to be responsive to any scale disaster and a wide  
543 range of recovery needs. While select RSFs can be applied to address the more narrow needs of a less

544 complex disaster, a disaster of catastrophic scale will present multiple challenges and issues that  
 545 would demand the full spectrum of RSF resources to be activated and deployed.

546 In large part, establishing an appropriate management structure will be a function of the extent of  
 547 recovery needs and the capacity of communities to meet those needs.

548 The “Single Community with Catastrophic Impact” portion of Figure 3 features an example of how  
 549 one community with a broad range of needs would be supported by the activation of an FDRC and  
 550 all six RSFs. The “Multiple Communities with Minor Impact” portion of Figure 3 illustrates how an  
 551 organizational structure can be adapted for multiple communities with only targeted needs. The  
 552 management structure may be composed of only those RSFs that have the most relevant authority,  
 553 expertise, and resources for the disaster recovery needs.



554 **Figure 3: Adaptable Recovery Support Structure**

555 ***Operational Roles and Responsibilities***

556 The NDRF establishes the coordinating structure to enhance recovery collaboration and coordination  
 557 in support of disaster-impacted communities. The Recovery FIOP uses the National Incident  
 558 Management System methodology to frame an organizational structure to execute the recovery core  
 559 capabilities.

560 The following section elaborates on specific positions and groups that are critical to providing  
 561 recovery support. The positions are listed in alphabetical order. The roles of nongovernmental  
 562 organizations, the private sector, voluntary agencies, and other broad ranging groups are elaborated  
 563 upon in the NDRF.

## 564 **Field and Regional Roles and Responsibilities**

### 565 ***Advance Evaluation Team***

566 The role of the Advance Evaluation Team (AET) is to assist an FCO, Regional Administrator, and/or  
567 other lead Federal official in assessing the need for an FDRC and/or the need to activate the RSFs  
568 and in identifying anticipated interagency recovery resource coordination needs and major recovery  
569 issues or challenges. The AET is a fast acting unit composed of a small number of individuals with  
570 the relevant experience to appraise anticipated, incident-specific recovery challenges. For a non-  
571 Stafford Act incident, the AET can be called upon by the lead Federal official to perform an FDRC-  
572 RSF needs assessment.

### 573 ***Community Recovery Assistance Group***

574 This group manages delivery of recovery planning and capacity-building technical assistance to  
575 communities, working closely with CPCB RSF to integrate their partner planning and capacity  
576 resources.

### 577 ***Deputy Federal Disaster Recovery Coordinator***

578 In a large or catastrophic disaster, a Deputy FDRC may be appointed by the FDRC to assist with the  
579 management of the recovery operation or to provide targeted support when a particular operational  
580 objective requires the singular attention of an FDRC.

### 581 ***Disability Integration Advisor***

582 The Office of Disability Integration and Coordination leads FEMA's commitment to achieving  
583 whole community emergency management, inclusive of individuals with access and functional needs  
584 such as those with disabilities, by providing guidance, tools, methods and strategies to establish equal  
585 physical, program and effective communication access.

### 586 ***External Affairs Officer***

587 The External Affairs Officer works in support of the FCO and FDRC to ensure that accurate,  
588 actionable information is shared with all external recovery stakeholders, including: the general public  
589 and media; local, state, tribal, territorial, and insular area government partners; the private sector;  
590 nongovernmental organizations; and members of Congress and their staff.

### 591 ***Federal Coordinating Officer***

592 The FCO is the senior Federal official specifically designated as a member of the UCG for response  
593 to and recovery from emergencies and major disasters. The FCO executes Stafford Act authorities,  
594 including commitment of FEMA resources and the issuance of mission assignments (MAs) to other  
595 Federal departments or agencies. The FCO is the primary Federal representative for Stafford Act  
596 events with whom the State/Tribal/Territorial Coordinating Officer (SCO/TCO) and other local,  
597 state, tribal, territorial, and insular area response officials interface to determine the most urgent  
598 needs and set objectives for an effective response.

### 599 ***Federal Disaster Recovery Coordinator***

600 The FDRC activates the RSFs and is the coordinating lead for RSF activities related to that specific  
601 disaster, and provides the leadership and direction that will guide RSF recovery activities. The FDRC  
602 supports the local, state, tribal, territorial, and insular area recovery goals set forth in the RSS. The  
603 FDRC will also support state, tribal, territorial, and insular area governments in building their  
604 recovery capacity after a disaster. When activated under the Stafford Act, the FDRC will function as

605 a deputy to the FCO to coordinate Federal recovery efforts on the FCO's behalf during operations  
606 supporting Presidentially declared disasters.

#### 607 ***FDRC Representative***

608 The FDRC may establish recovery liaisons, in coordination with local, state, tribal, territorial, and  
609 insular area recovery managers, to provide a central point of contact to the FDRC and RSFs. The role  
610 of the FDRC Representative is to provide direct conduit and visibility for the FDRC and RSFs on  
611 local recovery issues and opportunities.

#### 612 ***Federal Disaster Recovery Officer***

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

#### 616 ***FEMA Regional Administrator***

617 FEMA Regional Administrators oversee Federal emergency management policies and programs in  
618 their region. They are responsible for the operational aspects of all disaster response, recovery,  
619 mitigation, and preparedness activities originating from regional offices. The FEMA Regional  
620 Administrator, in coordination with the FCO, determines the level of recovery coordination required  
621 to support the state in executing the recovery core capabilities after Presidential disaster declarations  
622 under the Stafford Act.

#### 623 ***Mission and Outreach Support Group***

624 This group supports the FDRC's effort to develop community-based, interagency, and partnership  
625 outreach and communication approaches with local, state, tribal, territorial, and insular area partners.  
626 (This is distinct from the ESF #15 [External Affairs] mission to provide public information.) The  
627 group maintains the efficiency and productivity of the organization by providing mission  
628 administrative support, managing all human resources activities, and helping to coordinate  
629 Interagency Agreements (IAAs) and MAs. This group is generally staffed by FEMA's National  
630 Disaster Recovery Support (NDRS) Cadre.

#### 631 ***Mitigation Advisor***

632 The Mitigation Advisor informs communities of opportunities to buy down risk throughout the  
633 recovery process. Mitigation Advisors are subject matter experts who are assigned to work across the  
634 RSFs as part of the NDRF, while advancing the principles of the National Mitigation Framework.  
635 The purpose of the FEMA Mitigation Advisor position is to bring broad mitigation expertise to the  
636 FDRC and all RSFs. The Mitigation Advisor demonstrates the benefits of mitigation and shows that  
637 it can be integrated without added time or significant effort by an RSF. The Mitigation Advisor is the  
638 critical linkage to content, process, and internal and external networks, serving as an advisor to the  
639 FDRC on regional issues pertaining to recovery and mitigation.

#### 640 ***Operations Section***

641 The Operations Section is responsible for managing operations directed toward reducing the  
642 immediate hazard at the incident site, saving lives and property, establishing situation control, and  
643 restoring normal conditions. The Operations Section manages Stafford Act disaster assistance  
644 programs and coordinates ESF Operations. The Operations Section collaborates with the FDRC to  
645 support the synchronization and transition of activities among the ESFs and RSFs. They will closely

646 coordinate with the local, state, tribal, territorial, and insular area partners to prevent duplicative  
647 activities and promote efficient leveraging of resources.

#### 648 ***Planning Section***

649 The Planning Section is responsible for collecting, evaluating, and disseminating operational  
650 information pertaining to the incident. This Section maintains information and intelligence on the  
651 current and forecasted situation, as well as the status of resources assigned to the incident. The  
652 Planning Section collects information from the Recovery Coordination to prepare and document  
653 IAPs and incident maps, and gathers and disseminates information and intelligence critical to the  
654 incident. They use geographic information system mapping and analysis products to support recovery  
655 efforts.

#### 656 ***Recovery Coordination Group***

657 This group at the JFO is managed by the FDRC and supports the recovery coordination organization  
658 by establishing and managing coordination structures with all recovery stakeholders to include RSF  
659 Field Coordinators, FEMA Program Areas, governmental partners, and the private sector to identify  
660 and leverage recovery resources, policies, and programs. The Recovery Coordination Group  
661 enhances coordination and collaboration through facilitating discussions and information/data  
662 sharing, which supports recovery efforts. This group will be staffed by personnel from FEMA's  
663 NDRS Cadre.

#### 664 ***Recovery Support Functions***

665 The RSFs comprise the NDRF coordinating structure for key functional areas of assistance. The  
666 NDRF introduced six RSFs that provide structure to facilitate different issues and promote  
667 coordination among state and Federal agencies, nongovernmental partners, and stakeholders.  
668 Through these six RSFs, the Federal Government structures its support for assisting local, state,  
669 tribal, territorial, and insular area jurisdictions, the private sector, nonprofit agencies, voluntary  
670 agencies, and individuals in addressing recovery issues. RSFs are the primary, but not exclusive,  
671 Federal coordinating mechanisms for building, sustaining, and delivering the Recovery core  
672 capabilities. The RSFs serve to integrate interagency resources and support the development and  
673 implementation of the RSS. RSFs are not based on the capabilities of a single department or agency  
674 but represent groups of organizations that work together to deliver core capabilities and support  
675 effective recovery operations.

676 Each RSF is composed of a Coordinating Agency, Primary Agencies, and Supporting Organizations.  
677 The RSF Coordinating Agency, with the assistance of FEMA, provides leadership, coordination, and  
678 oversight for that particular RSF. Throughout the preparedness, response, and recovery phases, the  
679 Coordinating Agency supports ongoing communication and coordination between the Primary  
680 Agencies and Supporting Organizations, and between the Federal agencies and corresponding local,  
681 state, tribal, territorial, and insular area authorities, and nonprofit and private sector organizations. An  
682 RSF Primary Agency is a Federal agency with specific authorities, roles, resources, or capabilities  
683 necessary for accomplishing the mission of the RSF. Supporting Organizations are those entities with  
684 specific capabilities or resources that provide support to accomplish the mission of the RSF. For  
685 more detail on the roles and responsibilities of RSFs, see the respective annexes.

#### 686 ***RSF Field Coordinator***

687 RSF Field Coordinators serve as the Federal point-persons for RSF coordination at the field level.  
688 Each RSF Field Coordinator is designated by the respective RSF National Coordinator in  
689 coordination with the FDRC. They are responsible for sharing Primary Agency and Supporting

690 Organization information in support of community recovery efforts in the field. Each RSF Field  
691 Coordinator maintains regular internal coordination/communication related to RSF initiatives at the  
692 field, regional, and national levels and ensures that their work in the disaster-affected area is  
693 consistent with the RSS.

#### 694 ***Regional Response Coordination Center***

695 A Regional Response Coordination Center (RRCC) is a pre-designated facility within a FEMA  
696 Region that may maintain a 24/7 regional monitoring and coordination center during an incident. At  
697 the direction of the FEMA Regional Administrator, the RRCC can provide immediate coordination  
698 and operational capability for a regional Federal response.

#### 699 ***State/Tribal/Territorial Disaster Recovery Coordinator***

700 The SDRC/TDRC organizes, coordinates, and advances recovery at the state, tribal, or territorial  
701 level. Their primary role is to manage and coordinate the redevelopment and building of their  
702 communities. The NDRF provides more information on the roles and responsibilities of the  
703 SDRC/TDRC.

#### 704 ***Unified Federal Review Advisor***

705 The UFR Advisor serves as the interagency coordinator for environmental and historic preservation  
706 coordination for disaster recovery projects. They are responsible for identifying opportunities for  
707 environmental and historic preservation efficiencies and will work closely with the RSFs, local,  
708 regional, , state, tribal and Federal agencies in coordination with the National UFR Coordinator. The  
709 UFR Advisor provides expertise for the implementation of the UFR Process and determines the  
710 specific tools and mechanisms required to further EHP compliance for the specific disaster event.

#### 711 ***Voluntary Agency Liaison***

712 Voluntary Agency Liaisons provide liaison and coordination support between Federal agencies and  
713 management of voluntary organizations providing disaster services and support. They address  
714 survivors' unmet disaster-related needs and participate in the overall community recovery efforts.  
715 They analyze impact and unmet needs for program planning and advocacy and provide resources for  
716 long-term recovery group formation and function.

### 717 **National-level Roles and Responsibilities**

#### 718 ***National Unified Federal Review Coordinator***

719 The National UFR Coordinator provides oversight for the implementation of the UFR process and  
720 serves as the coordinating function between HQs and the UFR advisor. Primary responsibilities  
721 include identifying opportunities for interagency coordination and cooperation at the national and  
722 regional levels as well as tracking national environmental and historic preservation review  
723 efficiencies related to disaster recovery projects. The UFR Advisor will consult the National UFR  
724 Coordinator on EHP compliance issues and provide updates concerning the successes and failures of  
725 the UFR Process to contribute to progress reports to the RSF Leadership Group, UFR Steering  
726 Group, Emergency Support Function Leadership Group (ESFLG) and other Federal working groups,  
727 and the annual performance assessment. The National UFR Coordinator is a position located at the  
728 Office of Environmental and Historic Preservation (OEHP) in FEMA HQ.

### 729 ***Recovery Support Function Leadership Group***

730 The RSFLG, like the ESFLG for the Response mission area, is a national-level interagency body  
731 established to improve effectiveness and unity of effort of coordinated Federal recovery support. The  
732 RSFLG provides a forum for information exchange, planning, and decision making among recovery  
733 interagency leadership. The RSFLG, through its membership and structure, is responsible for the  
734 coordination of Federal interagency guidance and policy implementation, and the oversight of  
735 appropriate planning efforts. In addition, RSFLG working groups provide a forum for resolving  
736 issues that impede coordination of functions.

### 737 ***RSF National Coordinator***

738 Each RSF Coordinating Agency has designated an official to serve as the RSF National Coordinator.  
739 The RSF National Coordinator will lead the RSF and support ongoing communication and  
740 coordination between the primary agencies and supporting organizations for the RSFs that assist in  
741 recovery. The RSF National Coordinator also provides technical reach back for the AET and assists  
742 the FDRC to support coordination and communication between the Federal agencies and  
743 corresponding local, state, tribal, territorial, and insular area authorities and nongovernmental and  
744 private sector organizations throughout the multiple phases of a disaster.

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

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

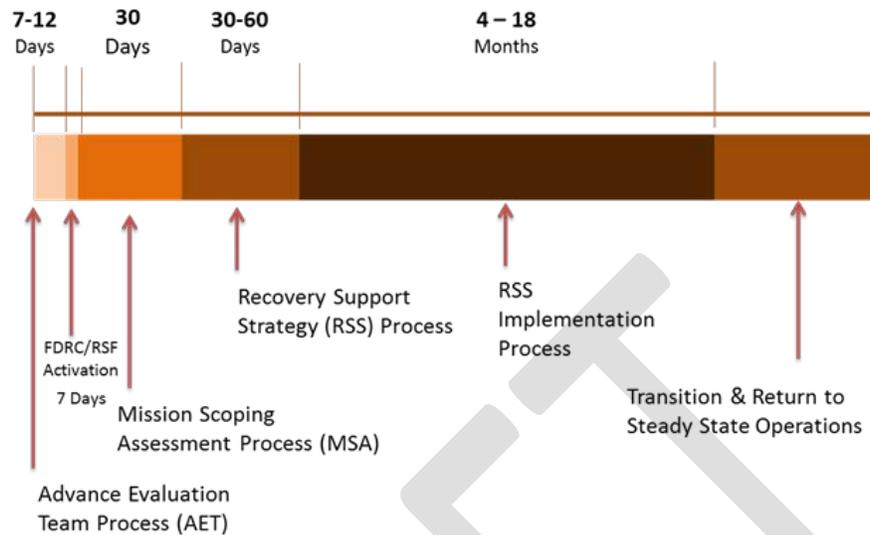
752 The steps listed below are designed to provide the flexibility necessary to address the unique  
753 recovery challenges of each incident while providing Federal recovery support in a consistent,  
754 timely, and efficient manner. They may also be applied to non-Stafford Act incident recovery efforts,  
755 per the direction of the lead Federal agency. Each recovery operation will have the following  
756 operational steps:

- 757 1. Advance Evaluation Team Process
- 758 2. FDRC and RSF Activation/Deployment
- 759 3. MSA Process
- 760 4. RSS Development Process
- 761 5. RSS Implementation Process
- 762 6. Transition and Return to Steady State Operations

763 The ultimate objective of this multi-step process is the development and implementation of the RSS.  
764 The RSS is the document that provides area governments the unified strategy or approach that FDRC  
765 and RSF agencies will take to support local, state, tribal, territorial, and insular area governments in  
766 their recovery from a disaster. As such, it is the centerpiece of the operational steps.

767 Figure 4 below provides an illustration of the key steps; actions and outcomes; and a conceptual  
768 timeline of a prospective enhanced recovery coordination effort and will serve as a temporal and  
769 sequential reference for the steps described in the sections to follow. The actual timeline of the

770 recovery coordination effort is determined by the achievement of the RSF goals in coordination with  
771 the FDRC.



772

773 **Figure 4: Enhanced Recovery Coordination Key Steps and Timeline**

774 Additional details relating to the elements of and process for each operational step are provided in the  
775 corresponding Standard Operating Procedures (FEMA Directives).

#### 776 **Step 1: Advance Evaluation Team Process**

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

782 If the need for an enhanced level of recovery coordination mission support is not clearly evident, the  
783 FEMA Regional Administrator (RA) or the appointed FCO may request an AET to be deployed to  
784 conduct a rapid assessment of the current and anticipated impacts of a disaster and help to determine  
785 whether the existing local, state, tribal, territorial, and/or Federal recovery core capabilities already in  
786 place are insufficient to help enable an effective recovery.

787 The AET should be led by the regional FDRC or other FDRC, and staffed by any combination of  
788 three to four qualified individuals from the

- 789 ▪ Corresponding FEMA Region;
- 790 ▪ NDRS Workforce Reservists Cadre; and/or
- 791 ▪ Staff from the Office of Federal Disaster Coordination (OFDC), FEMA HQ.

792 The AET is typically not staffed by RSFs representatives, but RSF National Coordinators play an  
793 active role in the consideration and shaping of the AET Report recommendations. RSF National  
794 Coordinators may also recommend consultation with agency representative(s) already in the field.

795 If it is determined that the recovery core capabilities have been or may be exceeded, the AET Report  
796 will typically include two primary recommendations:

- 797 1. Recommend the appointment of a FDRC (to address Operational Coordination needs), and  
798 2. Recommend other relevant recovery core capabilities that may need additional support.

799 Regardless of whether or not an AET is deployed and even in cases where it is determined that no  
800 Federal recovery coordination is needed, it is still the responsibility of Federal agencies and  
801 coordinating officials to implement NDRF doctrinal principles. It is understood that the FCO and  
802 existing JFO coordination structure and resources have the capacity to address all the relevant  
803 recovery core capability needs without additional Recovery Coordination support.

804 Even though an AET is not required for all Presidentially declared events, it is still the responsibility  
805 of federal agencies and coordinating officials to implement National Disaster Recovery Framework  
806 (NDRF) doctrinal principles.

807 For Presidentially declared events when no AET is performed, or in which it is determined that no  
808 additional coordination is needed, it is understood that the FCO and existing JFO coordination  
809 structure and resources have the capacity to address all the relevant recovery core capability needs  
810 without additional recovery coordination support.

811 In the case of a large-scale non-Presidentially declared incident, the AET may be called upon by the  
812 lead Federal official to perform a similar recovery core capability assessment. In these cases, the  
813 designated lead Federal agency would fulfill the FEMA RA, FCO, and possibly FDRC roles and  
814 responsibilities. In its interagency coordination role, FEMA may support the lead agency in  
815 activating and establishing scalable recovery coordination and support structures.

816 Once deployed, the AET will conduct a quick assessment of the recovery core capabilities and will  
817 recommend which additional recovery coordination/support resources (if any) should be called upon  
818 to conduct a more in-depth assessment, i.e., MSA.

819 In events of catastrophic scale and scope, such as Hurricane Sandy in 2012, the need for enhanced  
820 recovery coordination support will be readily evident and an AET process should not be necessary.

821 The AET development process is discussed in detail in the AET Process, Standard Operation  
822 Procedure – FEMA Directive.

## 823 **Step 2: FDRC, UFR Advisor, and RSFs Activation and Deployment**

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

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

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

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

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

843 The UFR Advisor position will automatically deploy in support of interagency coordination of  
844 environmental and historic preservation compliance when an FDRC is appointed following an AET.  
845 The UFR advisor will be selected based on his or her skill sets and the expected needs of the disaster  
846 recovery process, including expected timeframes for disaster recovery. The UFR advisor will report  
847 to either the FDRC at the JFO and/or recovery office

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

- 850 ▪ Mission Assignments (MAs);
- 851 ▪ IAAs or memorandums of understanding (MOUs), when appropriate; or
- 852 ▪ Under other non-Stafford Act authorities, when appropriate (in such cases, the protocols of the  
853 RSF agency and the lead Federal agency will apply).

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

855 The AET and the MSA processes are closely linked and contribute to appropriately sizing and  
856 scaling of operational resources to ensure an efficient and effective execution of the recovery  
857 coordination mission.

858 Once the AET Report has been completed and it has been determined by the RA and FCO that the  
859 designation of an FDRC and activation of RSF(s) is warranted, four actions take place:

- 860 1. The FDRC will be appointed.
- 861 2. The FDRC will request the deployment of key NDRS Workforce elements such as an FDRO,  
862 Mission Support Group Supervisor, and Coordination Group Supervisor to help support  
863 initial logistical, staffing and organizational needs, and the anticipated support requirements  
864 of the RSF Field Coordinators yet to be Mission Assigned.
- 865 3. With the support staff in place, the FDRC will request that the relevant RSF Field  
866 Coordinators be Mission Assigned to conduct an MSA and develop an MSA Report.
- 867 4. During the MSA development processes, the FDRC and RSF Field Coordinators collect,  
868 analyze, and apply recovery core capability specific expertise to identify the recovery needs  
869 and issues and gain an understanding of how local, state, tribal, and/or territorial capabilities  
870 have been or will be exceeded (within the scope of the RSF).

871 The consolidation of the summarized findings from the relevant RSF Field Coordinators will  
872 constitute the MSA Report.

873 The MSA Report helps the FDRC, RSF Field Coordinators, and other decision makers better  
874 understand the type and level of recovery support that will be needed, and it will play a critical role  
875 in helping each RSF Field Coordinator define the scope of their mission.

876 Upon completion of the MSA process, the RSF Field Coordinators complete an MSA Report, which  
877 is the first deliverable the FDRC requests of the RSF Field Coordinators. Completion of an MSA  
878 process (Report) is the first step in understanding the whole community recovery issues and needs  
879 that fall under the responsibilities, resources, programs, and authorities of the RSF departments,

880 agencies, support organizations, and collaborative partners. The MSA shapes the Recovery  
881 Coordination mission and establishes a foundation for the development of the RSS.

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

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

887 The RSF Field Coordinators should use the initial findings in the AET Report as a starting point for  
888 their MSA process.

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

894 The MSA Report contains the data findings, interpretation and, most importantly, the identification  
895 of the recovery issues and needs to be addressed in the RSS.

896 The MSA process may also reveal and inform the FDRC and RSF National Coordinators and other  
897 stakeholders if continued work by specific RSF(s) is no longer warranted.

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

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

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

#### 906 *Unified Federal Review*

907 This element provides an opportunity for the UFR Advisor to work with the FDRC, RSFs, local,  
908 state, tribal, territorial, insular area, and JFO counterparts to outline the coordination necessary under  
909 the UFR and how expedient environmental and historic preservation review process can be achieved  
910 in this disaster recovery.

#### 911 **Step 4: Recovery Support Strategy Development Process**

912 The RSS is a strategic level document that describes the approach and direction (strategies) the  
913 Federal agencies, departments, and collaborative partners will take to help address the recovery  
914 needs, issues, and ongoing recovery efforts of the state/tribal and local governments.

915 There is a very wide range of resources and capabilities Federal agencies, departments, and  
916 collaborative partners can bring to the table in support of recovery efforts in a post-disaster  
917 environment. The process of developing the RSS helps to sort out, identify, harmonize, and sequence  
918 a wide range of applicable and potential recovery support activities and resources.

919 Accordingly, the RSS serves a critical role in the effective management and application of a wide  
920 range of FDRC and RSF capabilities and resources, accomplishing the following items:

- 921     ▪ Serves as an internal coordinating document for the RSF agencies and organizations
- 922     ▪ Serves as the RSF’s strategic roadmap to support local and state/tribal partners in their recovery  
923 effort
- 924     ▪ Provides a coordination platform to help integrate, organize, and manage the RSF support  
925 activities and resources into a cohesive recovery support effort that will yield a more efficient and  
926 effective recovery support outcome
- 927     ▪ Identifies the RSF’s strategic objectives and outlines the recovery support actions that each RSF  
928 will undertake to achieve those objectives
- 929     ▪ Serves as a cohesive and organized way to inform the recovery stakeholders of the type, scope,  
930 and nature of RSF recovery support that will be provided to local, state, tribal, territorial, and  
931 insular area governments.
- 932     ▪ Provides a timeframe for when Federal recovery support activities will be completed by  
933 identifying support milestones and deliverables
- 934     ▪ Plays a critical role in helping each RSF Field Coordinator define their intended “end-states” and  
935 how they define completion of their mission
- 936     ▪ Helps to integrate the resources of all RSFs into a coordinated recovery support effort aimed at  
937 supporting the local, state, tribal, territorial, and insular area governments to achieve their  
938 recovery goals as effectively and efficiently as possible

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

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

- 943     ▪ Leadership of the RSF agencies, departments and collaborative partners
- 944     ▪ FCO and FDRC
- 945     ▪ TCO and TDRC
- 946     ▪ SCO and SDRC
- 947     ▪ FEMA RA
- 948     ▪ Other Federal leadership

949 The RSS is also useful for communicating Federal RSSs and activities to other recovery partners and  
950 stakeholders:

- 951     ▪ Other state/tribal recovery officials
- 952     ▪ State/tribal agency counterparts
- 953     ▪ National and state task forces

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

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

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

964 FDRC and RSF Field Coordinators need to coordinate their activities with state/tribal counterparts  
965 and develop recovery support actions that are consistent, complementary, and contribute to ongoing  
966 recovery efforts.

967 The objective of the recovery coordination mission is not the development of an RSS document, but  
968 rather to provide the appropriate level of needed support to the state/tribal recovery efforts.

969 Accordingly, the development of the RSS should not delay the coordination with state/tribal officials  
970 and the delivery of time-sensitive recovery support actions by the RSFs. There are many smart and  
971 timely recovery support initiatives and activities that should not wait until the RSS is fully developed  
972 and published. The timely development of the RSS is critical. If the RSS takes too long to be  
973 developed or the release is delayed, strategies contained in the RSS can be easily overtaken by  
974 ongoing or real-world recovery activities, losing the RSS's strategic planning value.

#### 975 976 **Step 5: Recovery Support Strategy Implementation**

977 Upon approval of the RSS by the SCO/TCO and the FCO, the FDRC and SDRC/TDRC will lead the  
978 implementation of the RSS in coordination with local, state, tribal, territorial, and insular area  
979 partners. The majority of time and effort implementing the RSS is dedicated to the recovery support  
980 field operation.

981 As the RSS is tailored to community needs, each recovery support operation will be based on its own  
982 unique characteristics. FDRC and RSF timelines will reflect the following considerations:

- 983 ▪ Type of recovery support and deliverables to be provided
- 984 ▪ Methods for tracking the effectiveness of the support being provided
- 985 ▪ Measures to ensure effective coordination and collaboration

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

991 Recovery support efforts endeavor to build capacity while helping to address the issues and  
992 challenges of local jurisdictions. The level and type of coordination and technical assistance support  
993 can take many forms, including the following:

- 994 ▪ Advising on community managed recovery efforts
- 995 ▪ Linking to funding sources (state/tribal/territorial/insular area, Federal, private, nonprofit) and  
996 other resources
- 997 ▪ Providing on-site technical assistance for recovery planning

- 998     ▪ Providing capacity-building and plan implementation support
- 999     ▪ Identifying tasks, projects, and priorities
- 1000    ▪ Coordinating with regional and Federal stakeholders
- 1001    ▪ Sharing lessons learned and best practices from other communities and local leaders with similar  
1002    disaster recovery experiences
- 1003    ▪ Sharing state/tribal/territorial/insular area and Federal data to support local planning efforts
- 1004    ▪ Coordinating with and among national, regional, local, and nongovernmental long-term recovery  
1005    groups and the private sector
- 1006    ▪ Facilitating the development of recovery strategies and plans
- 1007    ▪ Enhancing understanding of Federal and other assistance by bringing needed expertise
- 1008    ▪ Developing a strategic approach for coordinating assistance and policies
- 1009    ▪ Promoting inclusiveness in recovery
- 1010    ▪ Advising on the incorporation of mitigation, sustainability, and resilience-building measures into  
1011    recovery plans and implementation
- 1012    ▪ Facilitating access to existing Federal funding and solutions to address gaps and overlaps
- 1013    ▪ Identifying and sharing data to meet the needs of the whole community, including individuals  
1014    with access and functional needs such as those with disabilities (e.g., transportation,  
1015    communication, sheltering, and temporary housing)
- 1016    ▪ Identifying resource gaps which may or may not be filled by Federal support
- 1017    ▪ Participate in the Federal Disaster Behavioral Health Group to promote a common operating  
1018    picture and facilitate coordination of Federal response efforts regarding behavioral health
- 1019    If the community requires additional technical expertise or on-site Federal agency support to address  
1020    recovery issues, the FDRC will collaborate with the SDRC/TDRC and RSF Field Coordinators to  
1021    identify sources of short-term remote support, or identify deployable personnel to engage with local,  
1022    state, tribal, territorial, and insular area representatives. The FDRC will work with the RSF and the  
1023    SDRC/TDRC to adapt the forms of Federal support to most effectively assist local, state, tribal,  
1024    territorial, and insular area recovery structures. The FDRC will consult with the RSF Field  
1025    Coordinators to make determinations on the duration and scope of recovery support.

#### 1026    ***Recovery Progress Tracking and Management***

1027    The FDRC will manage and track the progress of Federal recovery support efforts throughout the  
1028    recovery operation to ensure that necessary adjustments in Federal support are implemented to reflect  
1029    evolving conditions and needs. Progress will be measured by completion of key tasks that are  
1030    directly linked to the achievement of RSS strategic goals related to the provision of recovery support.  
1031    Using the RSS as the strategic guide and set of benchmarks, the FDRC will evaluate the adequacy  
1032    and pace of recovery support and work with respective jurisdictions to identify gaps and/or additional  
1033    support requirements.

1034    The FDRC and SDRC/TDRC will coordinate communication between local, state, tribal, territorial,  
1035    insular area, and Federal representatives and stakeholders regarding the status of the recovery  
1036    planning process, the timeline for Federal engagement, and expected outcomes of the recovery  
1037    support efforts.

## 1038 **Step 6: Transition and Return to Steady State Operations**

1039 This section addresses criteria for the demobilization and transition of RSFs to steady state  
1040 operations and the corresponding role of the FDRC in that process. Demobilization is the removal of  
1041 RSF assets and resources from the field. Demobilization does not necessarily signify the end of a  
1042 recovery support mission, since those activities will transition in some cases to other forms of  
1043 support. The FDRC will collaborate with RSF National Coordinators and their local, state, tribal,  
1044 territorial, or insular area counterparts to define the timing for transition of RSF activities for remote  
1045 support and/or existing agency program delivery.

1046 Demobilization of deployed recovery assets is likely to occur gradually by the RSFs, especially when  
1047 multiple communities with various types of disaster impact and levels of recovery capacities are  
1048 involved.

1049 Considerations for determining the timeline for demobilization may include the following:

- 1050 ▪ The community completes its recovery planning process and creates a recovery plan.
- 1051 ▪ The community is on track to acquire the needed internal capability and external support for  
1052 implementing and managing its recovery.
- 1053 ▪ Key tasks that are directly linked to the achievement of RSS strategic goals are complete.
- 1054 ▪ The coordination and technical assistance needed to accomplish the RSS objectives have been  
1055 provided.
- 1056 ▪ Funding for a deployed presence is exhausted.

1057 As a community's capacity increases, it can execute recovery activities with less outside support, and  
1058 ongoing RSF functions and activities can gradually transition to the corresponding regional, local,  
1059 state, tribal, territorial, or insular area officials. After an RSF demobilizes, Federal assistance may  
1060 continue in the following forms:

- 1061 ▪ RSF agencies may resume steady state operations supporting the community's recovery through  
1062 existing programs.
- 1063 ▪ Agencies' existing programs may undertake an enhanced coordination role with other recovery-  
1064 related programs under the continued leadership of the FDRC.
- 1065 ▪ Agencies may provide targeted technical assistance and coordination support at the request of  
1066 local, state, tribal, territorial, and insular area officials.
- 1067 ▪ Agencies may launch new public/private partnerships tailored to disaster recovery needs.
- 1068 ▪ Other types of engagement may take place:
  - 1069 • Project-based support
  - 1070 • Compliance support
  - 1071 • Recovery financing technical assistance
  - 1072 • Ongoing resource allocation/coordination
  - 1073 • Guidance on measuring recovery progress
  - 1074 • Monitoring and improving the efficiency and effectiveness of assistance
  - 1075 • Advance hazard mitigation principles and practices in recovery implementation.

1076 After RSF demobilization and responsibilities have been transitioned to the local, state, tribal,  
1077 territorial, or insular area entity, private sector, or corresponding agency components, the FDRC may  
1078 also demobilize and return to his/her region. After demobilization, the FDRC will maintain contact  
1079 with and continue to be a resource for those communities that received Federal recovery support.

1080 The FDRC will take the following actions:

- 1081 ▪ Address, in coordination with appropriate departments and agencies, potential obstacles and  
1082 needs that were not foreseen during the RSS planning process
- 1083 ▪ Monitor Federal support of the local recovery efforts to ensure that recovery support activities are  
1084 moving as planned, which includes monitoring the efficiency and effectiveness of the approach  
1085 used to support and implement recovery projects
- 1086 ▪ Document best practices to increase risk reduction and community resilience
- 1087 ▪ Monitor the Federal approach based on ongoing recovery needs and issues that may arise in the  
1088 affected local, state, tribal, territorial, and insular area communities as they implement their  
1089 recovery effort; communicate changes to local, state, tribal, territorial, and insular area leaders to  
1090 ensure concurrence and minimize disruptions, if appropriate
- 1091 ▪ Host/facilitate coordination and after-action review meetings among Federal agencies;  
1092 nongovernmental organizations; private sector partners; and local, state, tribal, territorial, and  
1093 insular area recovery leaders, as needed, to share information, help avoid duplication, and  
1094 identify gaps and issues affecting multiple agencies in the delivery of recovery assistance
- 1095 ▪ Continue in implementation and monitoring mode, providing coordination among agencies, as  
1096 issues arise

## 1097 **Recovery Preparedness Activities**

1098 Recovery preparedness activities such as planning, training, outreach, and normal day-to-day  
1099 activities within departments and agencies occur, though to varying degrees, depending on the  
1100 individual department's or agency's mission and resources. In addition to the activities described in  
1101 Appendices B and C of the NDRF, steady state roles and responsibilities may include the following:

- 1102 ▪ Maintaining situational awareness
- 1103 ▪ Developing, reviewing, updating, and exercising pre-disaster recovery plans and standard  
1104 operating procedures to incorporate best practices and lessons learned
- 1105 ▪ Reviewing the readiness and deployment posture of personnel, resources, and logistics support  
1106 systems
- 1107 ▪ Maintaining dialogue and communications among local, state, tribal, territorial, insular area, and  
1108 Federal governments; the private sector; and nongovernmental organizations to strengthen  
1109 relationships and identify shortfalls and needs
- 1110 ▪ Conducting forums necessary to ensure regular communication among Recovery partners (e.g.,  
1111 quarterly Regional Interagency Steering Committee meetings)
- 1112 ▪ Pre-designating key Federal officials and identifying recovery organizational structures (e.g.,  
1113 FDRCs and other key recovery staff)
- 1114 ▪ Establishing and maintaining training and credentialing programs for recovery staff, including  
1115 FDRC professional development

- 1116 ■ Developing and reviewing pre-scripted MAs, MOUs, and IAAs
- 1117 ■ Maintaining a program to evaluate exercise participation and real-time recovery efforts, capture  
1118 lessons learned, and make improvements in capabilities
- 1119 ■ Ensuring the safety and health of personnel by exercising health and safety protocols and  
1120 practices, ensuring proper training, and providing appropriate personal protective equipment
- 1121 ■ Coordinating with the SDRC/TDRC to assist with the state/tribal/territorial recovery plan
- 1122 ■ Nurturing effective relationship building with voluntary, faith-based, private sector, and  
1123 community organizations as well as whole community representatives as part of recovery  
1124 preparedness activities
- 1125 ■ Collaborating with stakeholders to develop and deliver quality data that increases public  
1126 awareness and leads to action that reduces risk to life and property through a process that  
1127 includes hazard mitigation planning
- 1128 ■ Identifying local, state, tribal, territorial, and insular area managers or administrators, including  
1129 floodplain managers, to be integrated into pre-disaster planning and decision making
- 1130 ■ Engaging NDRF stakeholders in partnership building activities to ensure a corporate  
1131 understanding of roles and responsibilities and that basic communications processes are  
1132 established pre-activation
- 1133 ■ Identifying opportunities for increased collaboration through integration of mitigation concepts in  
1134 training activities for field staff, other Federal departments and agencies, and local, state, tribal,  
1135 territorial, and insular area partners
- 1136 ■ Working with other Federal departments and agencies through the coordinating structures of the  
1137 RSFs to ensure that each has an understanding of the tools and resources available to increase  
1138 community resilience

## 1139 Oversight, Plan Development, and Maintenance

1140 This FIOP will be regularly reviewed to evaluate consistency with existing and new policies;  
1141 evolving threats and hazards; and experience gained from use. Interagency partners will be engaged  
1142 in the review and maintenance process for this FIOP. The review and maintenance process may  
1143 include developing incident-specific and classified annexes, which include the delivery schedule for  
1144 federally coordinated assets and resources, as appropriate. The FIOP will be updated periodically, as  
1145 required, to incorporate new executive guidance and statutory and procedural changes, as well as  
1146 lessons learned from exercises and actual incidents. Significant updates to the Recovery FIOP will be  
1147 vetted through a Federal senior-level interagency review process.

## 1148 Authorities and References

1149 **The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)**—The  
1150 Stafford Act describes the programs and processes by which the Federal Government provides  
1151 disaster and emergency assistance to local, state, tribal, territorial, and insular area governments,  
1152 eligible private nonprofit organizations, and individuals affected by a declared major disaster or  
1153 emergency. The Stafford Act is the primary source from which the FDRC derives his/her authority.  
1154 The FEMA Administrator and RAs can delegate to the FDRC any or all authorities typically  
1155 delegated to an FCO.

1156 **Presidential Policy Directive 8: National Preparedness**—This directive is aimed at strengthening  
1157 the security and resilience of the United States through systematic preparation for the threats that  
1158 pose the greatest risk to the security of the Nation, including acts of terrorism, cyber attacks,  
1159 pandemics, and catastrophic natural disasters. While this directive is intended to galvanize action by  
1160 the Federal Government, it is also aimed at facilitating an integrated, all-of-Nation, capabilities-based  
1161 approach to preparedness.

1162 **National Preparedness Goal**—The National Preparedness Goal defines the core capabilities  
1163 necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the  
1164 Nation, and emphasizes actions aimed at achieving an integrated, layered, and all-of-Nation  
1165 preparedness approach that optimizes the use of available resources. The National Preparedness Goal  
1166 reflects the policy direction outlined in the National Security Strategy (May 2010), applicable PPDs,  
1167 Homeland Security Presidential Directives, National Security Presidential directives, and national  
1168 strategies, as well as guidance from the Interagency Policy Committee process.

1169 **National Preparedness System**—The National Preparedness System is the instrument the Nation  
1170 will employ to build, sustain, and deliver those core capabilities in order to achieve the goal of a  
1171 secure and resilient Nation. The guidance, programs, processes, and systems that support each  
1172 component of the National Preparedness System enable a collaborative, whole-community approach  
1173 to national preparedness that engages individuals, families, communities, private and nonprofit  
1174 sectors, voluntary, faith-based and community organizations, and all levels of government.

1175 **National Planning System**—The National Planning System is a set of interrelated and  
1176 interdependent planning documents and planning processes that apply across the whole community  
1177 and that contribute to achieving the National Preparedness Goal. The National Planning System  
1178 establishes a common and layered approach for synchronized planning.

1179 **National Disaster Recovery Framework**—The NDRF is a framework that enables effective  
1180 recovery support to disaster-impacted local jurisdictions, states, tribes, territories, and insular area  
1181 governments. It provides a flexible structure that enables disaster recovery managers to operate in a  
1182 unified and collaborative manner. It focuses on how best to restore, redevelop, and revitalize the  
1183 health, social, economic, natural, and environmental fabric of the community and build a more  
1184 resilient Nation.

1185 **Rehabilitation Act of 1973**—This act prohibits discrimination on the basis of disability in programs  
1186 conducted by Federal agencies, in programs receiving Federal financial assistance, in Federal  
1187 employment, in the employment practices of Federal contractors, and in the provision of electronic  
1188 and information technology by the Federal Government.

1189 **Post-Katrina Emergency Management Reform Act**—This act amended the Homeland Security  
1190 Act and modified the Stafford Act with respect to the organizational structure, authorities, and  
1191 responsibilities of FEMA and the FEMA Administrator. It enhanced FEMA's responsibilities and its  
1192 authority within the Department of Homeland Security (DHS) and returned many preparedness  
1193 functions to FEMA. According to the Act, FEMA leads the coordination of and supports the Nation  
1194 in a risk-based, comprehensive emergency management system of preparedness, protection,  
1195 response, recovery, and mitigation.<sup>3</sup> Under the Act, the FEMA Administrator reports directly to the  
1196 Secretary of Homeland Security, and FEMA is a distinct entity within DHS.

1197 **Other Mission Area Frameworks**—In addition to the Recovery mission area framework (the  
1198 NDRF), there are frameworks for the other four mission areas: Prevention, Protection, Mitigation,

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<sup>3</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 PPD-8.

1199 and Response. The frameworks are the overall integrators for each mission area. They provide an  
1200 action-oriented linkage between the policies outlined in PPD-8, the National Preparedness System,  
1201 and the plans used to implement them. The frameworks are policy documents, not plans. Frameworks  
1202 act as foundational guides for the development of plans in each mission area. These frameworks are  
1203 not intended to, and do not, create any right or benefit, substantive or procedural, enforceable at law  
1204 or equity, against the United States, its departments, agencies, or other entities, its officers or  
1205 employees, or any other person.

### 1206 *Additional Relevant Authorities*

1207 The following is a non-exhaustive list of additional authorities that could be used by agencies for  
1208 obtaining resources and enhanced capability, as well as the financing of disaster recovery activities.

- 1209 ▪ **The Economy Act.** 31 U.S.C. §§ 1535–1536 authorizes Federal agencies to provide goods or  
1210 services, on a reimbursable basis, to other Federal agencies when more specific statutory  
1211 authority does not exist.
- 1212 ▪ **Service First Legislation.** Section 330 of Public Law 106-291 as amended, authorizes the  
1213 Secretaries of the Interior and Agriculture to make reciprocal delegations of their respective  
1214 authorities, duties, and responsibilities in support of the Service First initiative agency wide to  
1215 promote customer service and operational efficiency. The Service First authority may be used in  
1216 place of the Economy Act to expedite interagency cooperation.
- 1217 ▪ **The National Emergencies Act.** 50 U.S.C. §§ 1601–1651 establishes procedures for a  
1218 Presidential declaration of a national emergency and the termination of national emergencies by  
1219 the President or Congress.
- 1220 ▪ **The Office of Federal Procurement Policy Act.** 41 U.S.C. § 423 authorizes emergency  
1221 procurement authorities (1) in support of a contingency operation, or (2) to facilitate the defense  
1222 against or recovery from a nuclear, biological, chemical, or radiological attack against the United  
1223 States. See also Federal Acquisition Regulation Part 18.2.
- 1224 ▪ **The Emergency Federal Law Enforcement Assistance Act.** 42 U.S.C. § 10501 authorizes the  
1225 Attorney General, in a law enforcement emergency and upon written request by a governor, to  
1226 coordinate and deploy emergency Federal law enforcement assistance to local, state, tribal,  
1227 territorial, and insular area law enforcement authorities.
- 1228 ▪ **Public Health Service Act.** 42 U.S.C. § 201 *et seq.* forms the foundation of the Department of  
1229 Health and Human Services' (HHS') legal authority for responding to public health emergencies.  
1230 It includes a section that empowers the Secretary of HHS to declare a Public Health Emergency  
1231 if he or she determines, after consultation with such public health officials as may be necessary,  
1232 that (1) a disease or disorder presents a public health emergency, or (2) a Public Health  
1233 Emergency, including significant outbreaks of infectious diseases or bioterrorist attacks,  
1234 otherwise exists.
- 1235 ▪ **Price-Anderson Act.** 42 U.S.C. § 2210 ensures that the nuclear energy industry maintains  
1236 liability insurance to compensate the public in the event of a commercial nuclear power plant  
1237 accident. The Price-Anderson Act also covers Department of Energy facilities, private licensees,  
1238 and their subcontractors.
- 1239 ▪ **Clean Water Act.** 33 U.S.C. § 1251 *et seq.* employs a variety of regulatory and non-regulatory  
1240 tools to reduce direct pollutant discharges into the Nation's waterways, finance wastewater  
1241 treatment facilities, and manage polluted runoff. It also gives the Environmental Protection

- 1242 Agency the authority to implement pollution control programs and to set wastewater standards  
1243 for industry and limitations on contaminants in surface waters. The broader goal of the Act is to  
1244 help restore and maintain the chemical, biological, and physical integrity of the Nation's waters.
- 1245 ■ **Oil Pollution Act.** 33 U.S.C. § 2701 *et seq.* amended the Clean Water Act and enhances the  
1246 Nation's ability to prevent and respond to oil spills by establishing a comprehensive regime to  
1247 address oil discharges into U.S. navigable waters, including the provision of funds and resources  
1248 necessary to respond to oil spills. The Act created the national Oil Spill Liability Trust Fund  
1249 (replacing the revolving fund under Section 311(k) of the Clean Water Act), which is available to  
1250 provide up to one billion dollars per spill incident. Additionally, the Act provides new  
1251 requirements for contingency planning both by government and industry via the National Oil and  
1252 Hazardous Substances Pollution Contingency Plan, 40 C.F.R. Part 300.
  - 1253 ■ **Comprehensive Environmental Response, Compensation, and Liability Act.** 42 U.S.C. §  
1254 9601 *et seq.*, commonly known as Superfund, provides broad Federal authority to respond  
1255 directly to releases or threatened releases of hazardous substances and of pollutants or  
1256 contaminants which may present an imminent and substantial danger to the public health or  
1257 welfare. Response activities are conducted in accordance with the National Oil and Hazardous  
1258 Substances Pollution Contingency Plan, a regulation applicable to all Federal agencies involved  
1259 in responding to hazardous substance releases.

## 1260 Recovery Support Function Annexes

- 1261 The RSFs comprise the NDRF coordinating structure for key functional areas of recovery assistance.  
1262 Their purpose is to integrate interagency resources and support local governments by facilitating  
1263 problem solving, improving access to resources, and fostering coordination among local, state, tribal,  
1264 territorial, and insular area partners; nongovernmental partners; the private sector; and stakeholders.  
1265 The RSFs, created within the NDRF, bring together the core recovery capabilities of Federal  
1266 departments and agencies and other Supporting Organizations—including those not active in  
1267 emergency response—to focus on post-disaster recovery needs.
- 1268 The RSFs are organized into six components: Community Planning and Capacity Building;  
1269 Economic; H&SS; Housing; Infrastructure Systems; and NCR.
- 1270 Each of the RSFs has an annex attached to the Recovery FIOP. These annexes provide the  
1271 operational detail necessary for the RSFs to support the recovery mission and fit within the  
1272 operational constructs of the NDRF and the Recovery FIOP.

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## 1274 **Annex A: Community Planning and Capacity** 1275 **Building Recovery Support Function**

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1276

### 1277 **Purpose and Mission**

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1278 The CPCB RSF and the five other RSFs are essential parts of the NDRF. This annex to the Recovery  
1279 FIOP provides guidance to CPCB RSF leadership, primary and support agencies, and other  
1280 participating organizations. This annex presents the mission of CPCB, objectives, key activities,  
1281 areas of support, and roles and capabilities of partners. Detailed operational and tactical guidance for  
1282 Federal CPCB personnel is provided in CPCB RSF guidance documents.

#### 1283 *Mission of the CPCB RSF*

1284 The CPCB RSF enables communities to effectively lead, plan, and manage recovery, and to engage  
1285 the whole community in the recovery planning process.

1286 Community recovery planning applies city planning principles and processes to assist communities  
1287 in making informed decisions on objectives, policies, programs, and methods of recovery  
1288 implementation. Capacity building refers to strengthening the skills, competencies, resources, and  
1289 abilities of people, governments, and communities so they can adapt, lead, and manage short- and  
1290 long-term community recovery processes effectively and efficiently.

1291 Under this mission, CPCB RSF coordinates Federal and non-Federal organizations support to local  
1292 and tribal governments to build their ability to apply the Operational Coordination, Planning, and  
1293 Public Information and Warning Core Capabilities.

#### 1294 *Desired Outcome*

1295 For the CPCB RSF to achieve success, local, state, tribal, and territorial leaders and governments  
1296 have increased capacity and are better able to

- 1297 ▪ Implement a systematic, strategic and inclusive post-disaster local recovery planning processes;
- 1298 ▪ Establish and maintain an organized and coordinated operational structure to conduct local  
1299 recovery management;
- 1300 ▪ Implement an inclusive, accessible, culturally and linguistically appropriate stakeholder  
1301 engagement process; and
- 1302 ▪ Incorporate sustainability, resilience, and mitigation considerations into local recovery planning  
1303 and decision-making.

### 1304 **Overview of CPCB RSF Partners**

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1305 The CPCB RSF closely coordinates the efforts of participating Federal, non-Federal,  
1306 nongovernmental, private sector, and other organizations with the efforts of state counterparts to  
1307 support community-level recovery. These partners fulfill a variety of roles and provide differing  
1308 types of CPCB-related support. The terms in the preceding chart are defined below. Tables A-2, A-3  
1309 and A-4 of this Annex detail the specific functions of the Coordinating Agency, Primary Agency, and  
1310 Supporting Agencies who partner with CPCB after a disaster.

1311

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

<b>Coordinating Agency</b>	FEMA
<b>Primary Agency</b>	FEMA Department of Housing and Urban Development (HUD)
<b>Supporting Departments and Agencies</b>	American Red Cross Corporation for National and Community Service Delta Regional Authority Department of Agriculture (USDA) Department of Commerce Department of Education HHS DHS Department of the Interior (DOI) Department of Justice Department of Transportation Environmental Protection Agency General Services Administration National Voluntary Organizations Active in Disaster (NVOAD) Small Business Administration (SBA) U.S. Access Board U.S. Army Corps of Engineers (USACE)
<b>Non-Federal Partners</b>	Local, state, territorial, and tribal governments National governmental associations Nongovernmental organizations <ul style="list-style-type: none"> <li>▪ Professional associations (such as the American Planning Association and International City County Management Association)</li> <li>▪ Voluntary and community organizations and the private sector (such as business or civic leadership organizations or associations)</li> <li>▪ Foundations</li> <li>▪ Nonprofit entities with a CPCB-related mission (such as Natural Hazard Mitigation Association)</li> </ul>

1312 **Coordinating Agency**

1313 See the base FIOP for a full description of role of a Coordinating Agency. The FEMA CPCB RSF  
 1314 National Coordinator develops and maintains CPCB RSF national partnerships and develops  
 1315 additional policy, guidance, and resources to implement pre- and post-disaster responsibilities. The  
 1316 CPCB Regional Coordinator works on behalf of the National Coordinator to develop regional CPCB  
 1317 partnerships; develops region-specific guidance; and works with states and communities to prepare  
 1318 for potential CPCB RSF deployments. The Field Coordinators (when appointed) coordinate activities  
 1319 with the Regional Coordinator and National Coordinator, and are responsible for the delivery of the  
 1320 CPCB RSF Mission for that disaster under the direction of the FDRC.

## 1321 *Primary Agencies*

1322 See the base FIOP for a full description of the role of Primary Agencies. The NDRF identifies FEMA  
1323 and HUD as the CPCB RSF Primary Agencies. Stafford Act authorities allow FEMA to provide  
1324 recovery planning and capacity building technical assistance that can work in conjunction with other  
1325 agencies' and organizations' support. HUD administers funding for recovery planning and projects  
1326 under the Community Development Block Grant (CDBG) program; provides assistance for housing,  
1327 neighborhood stabilization, capacity building, infrastructure, housing repair and reconstruction; and  
1328 provides assistance for restoration or creation of inclusive, economically resilient and sustainable  
1329 communities.

## 1330 *Supporting Departments and Agencies*

1331 See the base FIOP for a full description of the role of Supporting Departments and Agencies

## 1332 *Non-Federal Partners*

### 1333 **Nongovernmental and Private Sector Organization Partners**

1334 These entities may include, but are not limited to, nongovernmental organizations, professional  
1335 associations, or foundations that provide technical, educational, or informational assistance or  
1336 financial support to local, state, tribal, territorial, and insular area governments for leadership,  
1337 planning, recovery management, or community engagement. Examples include American Planning  
1338 Association, Council on Foundations, Center for Disaster Philanthropy, National Association of  
1339 Regional Councils, National Congress of American Indians, National Association of Development  
1340 Organizations, National Association of Counties, National League of Cities or state-level municipal  
1341 leagues. Additional non-Federal partners are often identified and engaged in the CPCB RSF  
1342 coordination effort during CPCB RSF activations.

### 1343 **Local, State, Tribal, Territorial, and Insular Area Governments**

1344 CPCB RSF, through FEMA as the coordinating agency, works closely with and through tribal and  
1345 state disaster recovery managers, when appropriate, to coordinate partner support to local or tribal  
1346 governments' disaster recovery planning and capacity needs.

## 1347 **Objectives and Considerations**

1348 The CPCB RSF supports state, territorial, tribal, and local leaders and governments in four mission  
1349 support categories: leadership, planning, recovery management, and community engagement. CPCB  
1350 support areas include the following:

- 1351 ■ Provide resources and assistance to support building of local leadership capacity.
  - 1352 ● Establishing vision, policies, and priorities, including policies for resilience and
  - 1353 mitigation.Coordinating regional elected and non-elected tribal/local government
  - 1354 intergovernmental relations.
  - 1355 ● Establishing local recovery organizations.
  - 1356 ● Establishing a post disaster planning or strategic process.
  - 1357 ● Establishing approach and system for managing recovery communication.
- 1358 ■ Provide resources and assistance to support implementation of community recovery planning and
- 1359 decision-making.

- 1360 • Developing and undertaking a recovery planning processes, plans, and strategies.
- 1361 • Examining and integrating existing community and regional plans (including
- 1362 Comprehensive, Land-use, Housing, Community Development, Economic Development,
- 1363 Hazard Mitigation) into a local recovery planning process or decision-making.
- 1364 • Engaging community stakeholders in a structured planning process.
- 1365 • Decision-making and recovery planning based on factual information and analytical
- 1366 approaches (such as assessment, survey, and impact analysis; forecasting; priority setting
- 1367 techniques; GIS applications; hazard mitigation and risk assessment data; scenario planning;
- 1368 and cost benefit analysis).
- 1369 • Integrating and applying state-of-the-art community design, building codes, and resilience
- 1370 techniques in the recovery planning and rebuilding process (including sustainability and
- 1371 smart growth approaches, hazard mitigation measures, form-based zoning and codes, etc.).
- 1372 ■ Provide resources and assistance to build local recovery management capabilities.
- 1373 • Implementing the Local Disaster Recovery Manager (LDRM) position and functional
- 1374 activities.
- 1375 • Resourcing, organizing, and/or managing local government recovery operational staffing
- 1376 requirements across local government (including application of mutual aid, resource sharing,
- 1377 creative financing mechanisms).
- 1378 • Developing and undertaking recovery project management and construction management
- 1379 systems (including establishment of a project or program management office function).
- 1380 • Providing municipal financial management for recovery.
- 1381 • Developing and managing grants.
- 1382 • Developing and operating a recovery coordination organization across local government
- 1383 departments and key stakeholder entities and organizations.
- 1384 • Managing broad partnership and outreach efforts to develop recovery resources supporting
- 1385 community recovery projects and initiatives.
- 1386 • Developing and implementing recovery progress, success, and metrics measurement
- 1387 approaches.
- 1388 ■ Provide resources and assistance to support engagement of the whole community in the recovery
- 1389 planning process.
- 1390 • Developing and implementing public information strategies and activities, which include the
- 1391 use of diverse techniques and technologies designed to reach all community stakeholders in a
- 1392 post disaster environment (such as appropriate messaging, information dissemination,
- 1393 education and awareness messages, and messages that communicate progress and success).
- 1394 • Identifying recovery stakeholders and communication networks; developing and
- 1395 implementing community engagement strategies and activities that encourage community
- 1396 stakeholder participation in the recovery process.
- 1397 • Developing and implementing approaches and activities to communicate with and include
- 1398 underserved populations including functional and access needs, older adults, children, or

- 1399 limited English speaking populations, and those from religious, racial and ethnically diverse  
1400 backgrounds.
- 1401 • Facilitating and mediating critical conversations and disputes about recovery issues that may  
1402 cause community conflict (such as conflict among community stakeholders, between  
1403 stakeholders and government, and land-use challenges).
  - 1404 • Educating and performing outreach to leaders and community members regarding hazard  
1405 mitigation, resilience and sustainability.

## 1406 **Operational Activities and Tasks**

1407 This section identifies the overall operational activities and tasks CPCB RSF is expected to undertake  
1408 and describes the CPCB disaster concept of operations consistent with the FIOP. This section also  
1409 identifies linkages with the NRF, the Response FIOP, and with other RSFs.

### 1410 *Post-Disaster Recovery Support*

1411 The CPCB RSF uses a strategic and collaborative approach to aid local, state, tribal, territorial, and  
1412 insular area governments to secure or develop adequate capacity to lead, plan, manage, and engage  
1413 stakeholders in recovery efforts after a major disaster. This section of the Annex describes the  
1414 following tasks and activities the CPCB RSF undertakes in support of its mission, objectives, and  
1415 requirements further defined by the FDRC:

- 1416 ▪ Activation and deployment;
- 1417 ▪ Assessments;
- 1418 ▪ Recovery support strategy;
- 1419 ▪ Implementation management;
- 1420 ▪ Communication and information sharing;
- 1421 ▪ Measuring outcomes and CPCB success; and
- 1422 ▪ Transition and demobilization.

1423 Specific support strategies, actions, timelines, and outcomes are identified by the RSF Field  
1424 Coordinator, in coordination with the FDRC, the Regional and National Coordinator and partners,  
1425 based on field realities. These are documented in the RSS as well as CPCB management documents  
1426 maintained by the Field Coordinator. There are three primary operational objectives that guide the  
1427 implementation of CPCB RSF:

- 1428 ▪ Operational Objective 1: Evaluate and share information on disaster impacts and local capacity  
1429 throughout the disaster area to support partners' understanding of potential needs for leadership,  
1430 planning, recovery management, and community engagement support.
- 1431 ▪ Operational Objective 2: Leverage resources, resolve conflicts, and optimize application of  
1432 partner capabilities in support of local capacity needs.
- 1433 ▪ Operational Objective 3: Identify and implement strategies and specific actions to aid  
1434 communities in leading, managing, and planning recovery, as well as engaging the whole  
1435 community in the recovery planning process.

## 1436 **Activation and Deployment**

1437 See the base FIOP for a full description of the RSF activation and deployment process. If it is later  
1438 determined after activation that the disaster incident does not require the support of the CPCB RSF,  
1439 the Coordinating Agency will work with the FDRC and other RSFs to deactivate some or all  
1440 members of the CPCB RSF, ensuring that the local or state governments have sufficient capacity to  
1441 manage recovery processes without CPCB RSF assistance.

1442 In situations where CPCB deployment is not warranted, or CPCB is deactivated after the MSA is  
1443 completed, the FEMA National and Regional CPCB Coordinators may continue to monitor recovery  
1444 issues or actions. In these situations, CPCB RSF Regional Coordinators may provide advisory  
1445 assistance and remotely coordinate among CPCB partner agencies and organizations. In these  
1446 circumstances, CPCB RSF will not prepare an RSS or implement formal operational objectives and  
1447 tasks.

1448 Some events will warrant the field deployment of CPCB member agencies. Deployments are  
1449 authorized by the FDRC at the request of the Field Coordinator. Specific authorities, protocols, and  
1450 policies for activating, deploying, and deactivating some or all CPCB RSF members are explained in  
1451 the base plan.

## 1452 **Coordination and Partner Engagement**

1453 Following activation, CPCB RSF will hold early and ongoing regular coordination meetings among  
1454 Federal, non-governmental and private sector partners to facilitate information exchange, group  
1455 problem solving, and development of support strategies and actions. An initial partner coordination  
1456 meeting will be held within two to three weeks of deployment to begin this effort. CPCB will work  
1457 with national and regional Federal and non-governmental partners to engage state or regional level  
1458 components, and conduct additional outreach for new partners. The RSF will also coordinate with  
1459 other RSFs to identify needs and coordinate opportunities for supporting local leadership, planning  
1460 process, recovery management, and community engagement.

## 1461 **Assessments**

1462 CPCB conducts two operational assessment tasks and outputs. These assessments are updated  
1463 regularly in the early stages of the disaster, and as needed as the event progresses. These two CPCB  
1464 specific assessments, the Community Conditions Assessment (CCA) and the CPCB Needs  
1465 Assessment, also feed the information summarized and contributed by CPCB to the MSA prepared  
1466 by the FDRC.<sup>4</sup> These assessments will be conducted in a way such that they provide a benefit to the  
1467 partner agencies and organizations to better enable their operations.

1468 **▪ The Community Conditions Assessment** is a broad effort to develop and display comparable  
1469 data for communities/jurisdictions across the entire disaster for use by CPCB partners to maintain  
1470 holistic situational awareness of all impacted communities in the context of disaster impact in  
1471 relation to community capacity factors. This provides the initial basis to begin the process of  
1472 identifying issues and areas of concern among partners. This assessment begins with an  
1473 aggregation of basic disaster, demographic and pre-existing trends data, and community capacity  
1474 indicators. This information is augmented by partner information and improved as the disaster  
1475 progresses with additional disaster and community capacity information. This assessment enables  
1476 CPCB partners to understand the relative magnitude of impacts and potential planning and  
1477 capacity data points for those affected jurisdictions. The initial CCA will be provided to partners

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<sup>4</sup> See the base FIOP for further definition of the operational process and tasks for RSFs in general.

1478 at the first partner meeting post-deployment, and updated for subsequent partner meetings or as  
1479 needed.

1480 ▪ **The CPCB Opportunities and Needs Assessment** is an identification of CPCB related disaster  
1481 issues (gaps, challenges, conflicts, policy issues, and unknowns), opportunities, or needs  
1482 affecting individual communities, multiple communities or disaster-wide areas. It allows CPCB  
1483 partners to begin to identify, organize and coordinate actions, policy, and programs. This  
1484 assessment is largely qualitative. Support strategies and specific actions, when developed, will be  
1485 linked to the identified issues and needs.

#### 1486 *Engagement with and information from communities*

1487 CPCB RSF, as a coordination entity, works through partners and other JFO organizational elements  
1488 to gain information from the field/community level. When possible, it is preferable to utilize the  
1489 existing connections between state and community, and Federal and non-Federal partners and  
1490 communities to gain the information to assess the CPCB related conditions and capacity needs. A  
1491 key purpose of convening partners will be to collect this information and develop a joint approach to  
1492 developing further needed collective situational awareness. When necessary, FEMA, as coordinating  
1493 agency, will utilize existing FEMA operational contacts that work through the state, to gain  
1494 information. FDRC liaisons and the Coordination Group will serve as the conduit for entry into this  
1495 source of information. FEMA will also initiate operations by assembling key community data, and  
1496 continue to build, through application of GIS, research, and other data analytic techniques, the  
1497 compilation of additional analysis to support partner coordination.

#### 1498 **Recovery Support Strategy (RSS)**

1499 CPCB contributes to the overall RSS prepared by the FDRC by providing the element that addresses  
1500 strategies to address needs associated with the capacity of communities and local government to  
1501 effectively lead, plan, manage, and involve stakeholders in recovery. CPCB identifies strategies for  
1502 disaster-wide approaches, builds general capacity, and identifies strategies for specific regions,  
1503 geographic areas, and communities. Specific support actions to address disaster wide strategies or  
1504 community specific needs and actions will be organized and tracked by the CPCB Field Coordinator.

1505 CPCB will also provide input to other RSFs on their contributions to the RSS with regard to needs  
1506 for local planning and capacity building support. CPCB anticipates several iterations of update and  
1507 refinement to the RSS once partners have greater awareness of community challenges and needs. The  
1508 level of coordinated assistance must be continually evaluated and revised as the recovery progresses,  
1509 to account for the increased participation and capabilities of partners.

#### 1510 **Implementation Management**

1511 The CPCB RSF Field Coordinator will maintain a management tool to track the identification of  
1512 needs, strategies, and corresponding actions from the initiation of a CPCB field deployment to  
1513 completion of the field mission. This management tool will be developed and shared with CPCB  
1514 partners. This tool will identify which partner is taking a lead role in a particular action and other  
1515 partners that have a role. Status and expected completion will be tracked. This information will be  
1516 shared on an ongoing basis with the state and all partners. As necessary, coordination meetings will  
1517 be called to conduct a review of the strategies, needs, and actions. When the most significant needs  
1518 and the corresponding actions have progressed adequately toward completion, requiring limited  
1519 CPCB RSF coordination through the presence of FEMA, the CPCB RSF will be transitioned and  
1520 then demobilized.

1521 **Transition and Demobilization**

1522 Transition is coordinated among all partners and communicated to all interested parties, including the  
 1523 local community. This strategy may detail key points in recovery that indicate local, state, tribal,  
 1524 territorial, insular area, nongovernmental organization, and private sector partners have established or  
 1525 re-established the ability to operate without direct support from Federal CPCB RSF personnel.

1526 CPCB RSF activities may conclude at a precise end date at which time community planning and  
 1527 capacity building needs are supported by local, state, or other partners. CPCB RSF support may also  
 1528 slowly phase out over weeks or months, as particular types of support such as community planning  
 1529 forum, are taken on by partners. In this case, some needs may continue to be fulfilled by FEMA  
 1530 CPCB RSF field teams or regional staff during the transitional period. Specific CPCB RSF resources  
 1531 developed to aid local, state, tribal, territorial, and insular area governments on an ongoing basis are  
 1532 documented and confirmed with the SDRC prior to demobilization. Fulfillment of the CPCB RSF  
 1533 mission is measured against the goals and objectives of the RSS.

1534 **Linkages and Interdependencies**

1535 The work of CPCB RSF and its partners is a holistic endeavor focused on enabling local recovery  
 1536 process and capability. The planning process, and other capabilities needed for recovery may be  
 1537 driven by issues found within the other RSF sectors. CPCB RSF coordinates with the other RSFs  
 1538 throughout its operation to ensure that planning, recovery management and community engagement  
 1539 challenges are addressed.

1540 **Table A–2: CPCB Linkages/Dependencies with Functional/Operational Components**

Functional/Operational Component	Area or Scope of Linkage/Dependency
ESFs	Situational information and damage assessment information will be gathered 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). Coordination with the FEMA Voluntary Agency Liaison (ESF #6) will identify information related to activities of the local recovery committees and/or long-term recovery groups, and identify opportunities for CPCB RSF and partners to engage them and address participation in overall community recovery efforts.
All RSFs	FDRC Liaisons serve as the primary conduit of information from RSFs to local recovery managers. A CPCB coordinated community recovery assistance crew would work closely with the assigned FDRC Liaison to coordinate engagement of RSFs in any supported local recovery planning activity.
Economic 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.

Functional/Operational Component	Area or Scope of Linkage/Dependency
Housing RSF	The Housing RSF, along with its major sources of funding through HUD's CDBG program and the 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.
Infrastructure 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.
H&SS RSF	H&SS supports CPCB in promoting and coordinating inclusion of health considerations in recovery planning across Federal, tribal and local efforts. H&SS supports CPCB RSF when impacts include loss of access to or infrastructure for health care. Several H&SS RSF partners provide capacity support to local governments that should be coordinated with CPCB coordination and support for local processes and capacity. H&SS RSF partners may be instrumental in providing guidance to local governments on engaging with and communicating to diverse populations.
NCR RSF	Natural and cultural resource 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.

1541 **Roles and Capabilities**

1542 The Recovery FIOP provides the overarching organizational and management structure within which  
 1543 the CPCB RSF operates, in coordination with the other RSFs and under the leadership of the FDRC.  
 1544 The Recovery FIOP also provides the framework and guidance for how Federal recovery support  
 1545 aligns with local, state, tribal, territorial, and insular area organizational structures. Based on member  
 1546 experiences with recovery processes in local, state, tribal, territorial, and insular area government, the  
 1547 CPCB RSF provides recommendations as to how the FDRC might align the RSF structure for a  
 1548 particular disaster with the structures established by local, state, tribal, territorial, and insular area  
 1549 entities.

1550 **CPCB RSF Internal Management Structure**

1551 FEMA manages the CPCB RSF as an interagency coordination group of Primary and Supporting  
 1552 Agencies. As the Coordinating Agency, it assigns a CPCB RSF National Coordinator to manage this  
 1553 effort. Regional FEMA CPCB Coordinators are also designated to manage partner development and  
 1554 implementation at the FEMA regional level. The CPCB RSF also manages a coordination forum for  
 1555 non-Federal partners to participate in operational coordination and information sharing. Each  
 1556 member agency organizes its own internal coordination group to build internal capability and  
 1557 program linkages.

1558 When activated for a disaster or deployed to the field, the CPCB RSF operates under the general  
 1559 direction of the FDRC. The CPCB RSF Field Coordinator is designated to be the CPCB leader in the  
 1560 field. The CPCB RSF Field Coordinator holds the role of a Group Supervisor within the FEMA  
 1561 organization chart. The FEMA HQ and regional CPCB coordinators convene RSF member agencies

1562 to support field operations, act on issues raised by the CPCB Field Coordinator or FDRC, build  
 1563 partnerships with non-Federal organizations, and proactively address emerging issues.

1564 *CPCB RSF Agency Functions*

1565 **Table A–3: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
Federal Emergency Management Agency	<ul style="list-style-type: none"> <li>▪ Provides the leadership, management, and support staff needed to operate the RSF. This includes the CPCB National Coordinator and Regional Coordinators.</li> <li>▪ Manages a coordination forum for non-Federal partners to participate in CPCB operational coordination and information sharing pre- and post-disaster.</li> <li>▪ Maintains communication within the CPCB RSF and with other RSFs pre- and post-disaster, and facilitates sharing of operational and disaster information relevant to CPCB.</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> <li>▪ Under FEMA authorities as Primary Agency:                         <ul style="list-style-type: none"> <li>○ Manages the NDRS Cadre of disaster reservists that staff FDRC and CPCB JFO operations.</li> <li>○ Provides technical and advisory assistance to affected local, state, tribal, territorial and insular area governments for recovery activities, including disaster impact assessments and recovery planning.<sup>5</sup></li> <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 Long-Term Recovery Groups (LTRGs)</li> <li>○ Provides Hazard Mitigation grants and technical assistance, including the Hazard Mitigation Grant Program.</li> <li>○ Provides preparedness grants and technical assistance, including the Homeland Security Grant Program and Emergency Management Performance Grants</li> <li>○ Provides disaster assistance through the PA and IA programs.</li> </ul> </li> </ul>

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

1566

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

Primary Agency	Functions
Department of Housing and Urban Development	<ul style="list-style-type: none"> <li>▪ Administers funding for recovery planning and projects under the 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>
Federal Emergency Management Agency	See Table A-3.

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**Table A-5: RSF Supporting Organization Functions<sup>6</sup>**

Supporting Organization	Functions
American Red Cross	<ul style="list-style-type: none"> <li>▪ Facilitates public health monitoring of congregate housing (shelters) and public disaster feeding locations.</li> <li>▪ Provides situational awareness of community health and mental health impacts and resources, community food supply impacts and resources, social service program impacts and resources, survivor unmet needs, and high risk population centers.</li> <li>▪ Provides direct case management services and interagency referrals of individuals and families to appropriate health and social service resources.</li> <li>▪ Provides community disaster education services including: health education and preventative measures, disaster volunteer orientations, disaster preparedness education.</li> </ul>
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: 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>

<sup>6</sup> This table does not include an exhaustive list of agencies and functions.

Supporting Organization	Functions
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, state, territorial, tribal, and local 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 (NOAA).</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 (EDA) programs.</li> <li>▪ Provides economic assessment reports and subject matter expertise for economic recovery strategies post-disaster.</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>▪ 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>▪ 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>▪ Communicates with relevant Infrastructure Protection 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>

Supporting Organization	Functions
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 (NHPA).</li> <li>▪ Provides funding to Indian 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>
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> <li>▪ Facilitates leasing support as requested via Regional Emergency Coordinators (RECs).</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>

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## Related Resources

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This Annex should be used in tandem with the Recovery FIOP, which contains guidance common to all six RSFs, such as coordination protocols, disaster activation and deployment guidance, and the role of the FDRC in coordinating RSF activities pre- and post-disaster. The Recovery FIOP contains six RSF Annexes that provide the mission statement and scope of work specific to that RSF. The following important documents provide additional guidance on community planning and capacity building:

- 1575   ▪ Community Recovery Management Toolkit, FEMA. Website at [www.fema.gov/national-](http://www.fema.gov/national-disaster-recovery-framework/community-recovery-management-toolkit)  
1576    disaster-recovery-framework/community-recovery-management-toolkit
- 1577   ▪ Long-Term Community Recovery Planning Process: A Self Help Guide (FEMA), December  
1578    2005
- 1579   ▪ Recovery planning courses from the Emergency Management Institute (FEMA), E210 Recovery,  
1580    the Local Government Role and E209 State Recovery Planning and Coordination
- 1581   ▪ Planning for Post-Disaster Recovery, The Next Generation (American Planning Association,  
1582    PAS Report 576, 2015) [www.planning.org/research/postdisaster/](http://www.planning.org/research/postdisaster/)
- 1583   ▪ Publications from the Mitigation Directorate, such as Planning for a Sustainable Future: The Link  
1584    Between Hazard Mitigation and Livability (FEMA 364), Rebuilding for a More Sustainable  
1585    Future and the Mitigation Planning How-To series (FEMA 365)
- 1586   ▪ Memorandum of Agreement between FEMA and the Environmental Protection Agency,  
1587    Incorporating Sustainability and Smart Growth into Communities' Hazard Mitigation and Long-  
1588    Term Disaster Recovery Efforts (FEMA and Environmental Protection Agency, May 2010)
- 1589

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1590 **Annex B: Economic Recovery Support Function**

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1592 **Purpose and Mission**

1593 *Purpose*

1594 This Annex pertains to the Economic RSF and is designed to provide the Coordinating Agency, the  
 1595 Department of Commerce (DOC) and the RSF Primary and Supporting Organizations the following:

- 1596 ▪ An overall understanding of the Economic RSF mission and recovery operations
- 1597 ▪ An overview of its relationship to other RSFs and the FDRC
- 1598 ▪ An outline for coordination with SDRC/TDRC, LDRM, and the private sector.

1599 *Mission*

1600 The Economic RSF integrates the expertise of the Federal Government in order to help facilitate the  
 1601 efforts of local, state, tribal, territorial, and insular area governments and the private sector to sustain  
 1602 and/or rebuild businesses and employment, and to develop economic opportunities that result in  
 1603 sustainable and economically resilient communities after significant natural and manmade disasters.

1604 **Overview of Partners**

1605

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

ECONOMIC RECOVERY
<p>Economic Recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. 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>Relevant Recovery Core Capabilities:</b> Economic Recovery, Planning, Public Information and Warning, Operational Coordination</p>
<p><b>Coordinating Agency:</b> DOC</p> <p><b>Primary Agencies:</b> USDA; DOC; DHS; Department of Labor (DOL); Department of the Treasury (TREAS); FEMA; SBA</p> <p><b>Supporting Organizations:</b> Corporation for National and Community Service; Delta Regional Authority; HHS; HUD; DOI; Environmental Protection Agency; General Services Administration</p>

## 1606 Objectives

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1607 As an annex to the Recovery FIOP, the Economic RSF establishes a process for information sharing  
1608 and coordination to better leverage the delivery of available resources. Ultimately, this RSF will seek  
1609 to accomplish the following:

- 1610 ▪ Facilitate a long-term, sustainable economic recovery effort to effectively support communities  
1611 challenged by the consequences of a disaster.
- 1612 ▪ Serve as a vehicle for enhancing Federal interagency coordination, information sharing,  
1613 communication and collaboration in both the pre- and post-disaster timeframes.
- 1614 ▪ Support the capacity of local, state, territorial, and tribal governments, nonprofits, and the private  
1615 sector to produce a multi-dimensional strategy capable of supporting economic recovery and  
1616 enhancing community resilience.

## 1617 Critical Tasks and Activities

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### 1618 *Pre-Disaster Preparedness*

#### 1619 **Pre-Disaster Recovery Planning is Key**

1620 Pre-disaster recovery planning is paramount when developing an active and sustainable mindset of  
1621 resilience in communities. The private sector plays the primary role in most local economies;  
1622 therefore, its incorporation of resilience strategies (such as business continuity planning) into daily  
1623 operations is crucial. Economic RSF partners are encouraged to promote methods of facilitating pre-  
1624 disaster recovery planning through their networks. Communities that engage in highly inclusive,  
1625 public-private partnerships to plan effectively for potential threats are generally able to function  
1626 better, before, during, and after a disaster. In addition, businesses must be encouraged to view  
1627 disaster preparedness and continuity planning as a fundamental part of their business model. The  
1628 question should not be if a business disruption will occur but, instead, how the business will endure,  
1629 respond, and recover from disruptions. RSF partners at the state, tribal, territorial, insular area,  
1630 Federal, and nonprofit levels have an opportunity to engage the private sector in enhancing economic  
1631 resilience. Some examples of how businesses could make strategic investments in projects capable of  
1632 making their organizations more resilient include insuring risk and diversifying telecommunications,  
1633 power systems, physical space enhancements, and supply chains.

1634 Pre-disaster recovery preparedness efforts should be closely coordinated with the vulnerability  
1635 reduction initiatives implemented under the National Mitigation Framework. Mitigation efforts help  
1636 to minimize the consequences of disasters and put communities in position to recover quickly. To be  
1637 most effective, resilience must be built into the day-to-day operations of local, state, tribal, territorial,  
1638 insular area, Federal, and private development programs. This requires active efforts by local  
1639 government, nonprofits, and businesses to consider ways of mitigating risk by becoming more  
1640 resilient.

#### 1641 **Building Disaster-Resilient Economies**

1642 A need exists to deepen the capacity of communities to be resilient and absorb the “shock” of acute  
1643 disturbances. The enhancement of resilience becomes a multidimensional effort emphasizing the  
1644 engagement and support of all aspects of the community. State governments are key partners in  
1645 integrating resilience principles across regions and promoting capacity building for more  
1646 economically resilient communities statewide. To promulgate resilience at the community level,

1647 economic development practitioners are instrumental in building the capacity for economic  
1648 resilience. The following are examples of how economic resilience can be realized:

- 1649 ▪ Efforts to broaden the industrial base with diversification initiatives;
- 1650 ▪ Enhancement of business retention and expansion programs;
- 1651 ▪ Promotion of business continuity and preparedness; and
- 1652 ▪ Comprehensive planning efforts that involve extensive engagement from the community to  
1653 define and implement a collective vision for resilience.

1654 In addition to building a strong baseline of data for local economies, opportunities exist in many  
1655 communities to further enhance Emergency Operations Plans by integrating economic recovery  
1656 considerations. Also, local and regional economic development plans, land use planning, and other  
1657 local planning initiatives benefit from integrating an understanding of the emergency management  
1658 framework into the community. Examples of the benefits from this “cross pollination” planning  
1659 include avoiding locating debris removal corridors through a town’s central business district and the  
1660 pre-prioritization of the resumption of major employers.

### 1661 **Promoting Resilience**

1662 RSF agencies should use existing programs to promote efforts by communities to establish a baseline  
1663 of the economic/business environment before a disaster. A baseline provides the community with a  
1664 comprehensive vision for where its risks and vulnerabilities lie. Such a baseline also serves as a key  
1665 resource for conducting impact assessments after a disaster, since it can be very difficult for a  
1666 community to gauge how badly it’s been affected if it does not have a clear understanding of the pre-  
1667 incident condition. Many disaster preparedness professionals have worked extensively with the  
1668 academic community to establish these kinds of baselines, and, as a result, there are many resources  
1669 available to communities.

1670 A key part of pre-disaster recovery planning is prioritizing among all RSF partner agencies the most  
1671 effective types of activities to achieve the recovery mission. Wherever appropriate and permissible,  
1672 RSF partners should leverage the capacity of their steady state programs to promote resilience  
1673 through missions, initiatives, programs, grants, and investments. Examples of potential opportunities  
1674 to leverage steady state programs include the establishment of agency-wide resilience policies, the  
1675 institution of requirements for grant-funded and loan guaranteed projects to address resilience and  
1676 recovery considerations, and the development of business continuity plans to qualify for business  
1677 loans.

1678 In addition to the considerations above, the Economic RSF works at the Federal level to

- 1679 ▪ Sustain pre-disaster engagement activities possibly for months or years with the leadership of  
1680 jurisdictions that may be impacted by a disaster;
- 1681 ▪ Work with local, state, tribal, and territorial officials to implement disaster-resistant building  
1682 codes and incentivize business and individual pre-disaster preparedness activities;
- 1683 ▪ Promulgate the value of community economic development planning in long-term disaster  
1684 recovery, and encourage and facilitate this planning through appropriate state government  
1685 agencies;
- 1686 ▪ Identify statutory, regulatory, and policy issues that contribute to gaps, inconsistencies, and  
1687 unmet needs in long-term economic recovery;

- 1688   ▪ Seek innovative solutions to address preparedness and resilience issues before a disaster strikes,  
1689   including comprehensive land use policy;
- 1690   ▪ Coordinate recovery preparedness efforts with mitigation initiatives under the National  
1691   Mitigation Framework;
- 1692   ▪ Facilitate the integration of Federal efforts and resources with private capital and the business  
1693   sector;
- 1694   ▪ Create, encourage, and participate in local, state, territorial, tribal, and Federal disaster recovery  
1695   exercises to enhance skills and develop needed techniques;
- 1696   ▪ Leverage existing mitigation programs to create strong communities resilient to disaster; and
- 1697   ▪ Identify, leverage, and coordinate existing federally funded programs with available resources  
1698   and capacity that can be utilized for economic recovery.

### 1699 *Post-Disaster Recovery*

1700 An economic recovery effort in a post-disaster environment is often framed by the iteration of issues  
1701 through short- (days–weeks), intermediate- (weeks–months), and long-term (months–years)  
1702 timeframes. While many of the issues captured here can be addressed in some way by the Federal  
1703 agencies included in the Economic RSF, the principal driver for any community’s long-term  
1704 recovery will center on the empowerment of the whole community that establishes tools to more  
1705 effectively encourage local recovery efforts and plan for future disasters. The manner in which the  
1706 Economic RSF supports post-disaster recovery efforts must, at its core, focus on improving  
1707 information sharing, leveraging existing resources for recovery, and supporting the efforts of the state  
1708 and community in building common objectives for recovery. Acknowledging that the disaster may  
1709 have irreparably altered the local economy, the Economic RSF can provide technical assistance in  
1710 supporting the community's efforts to build local market confidence and define the “new normal” for  
1711 the local economy. The list of elements below is not exhaustive, but it includes common needs in  
1712 post-disaster environments.

#### 1713 **Short-Term**

- 1714   ▪ Conducting assessments of economic recovery issues and preparing demographic and economic  
1715   baseline data.
- 1716   ▪ Considering the impacts on critical supply chains and local industries.
- 1717   ▪ Identifying and, where possible, troubleshooting cash flow issues for businesses and individuals.
- 1718   ▪ Facilitating and supporting insurance claim processing through information sharing and technical  
1719   assistance.
- 1720   ▪ Facilitating and supporting businesses reopening.
- 1721   ▪ Providing technical assistance to promote economic recovery, financial literacy, and strategic  
1722   planning.
- 1723   ▪ Encouraging local procurement.
- 1724   ▪ Promoting information sharing with the economic development, workforce development, and  
1725   business communities.
- 1726   ▪ Facilitating and supporting local decision making.
- 1727   ▪ Addressing local employment issues (e.g., workers available to work).

- 1728 ▪ Mitigating “false economies” resulting from post-disaster construction and response.
- 1729 ▪ Addressing supply chain and physical infrastructure interdependency issues (e.g., producer,  
1730 supplier, distributor, and vendor are impacted by physical damage).
- 1731 ▪ Supporting community efforts to identify short-term, intermediate, and long-term strategies for  
1732 maintaining and restoring the tax base.
- 1733 ▪ Promoting information sharing to highlight existing sources of financial assistance.
- 1734 ▪ Providing regulatory relief, if applicable and available.
- 1735 ▪ Addressing local market issues (e.g., facilitating customers, suppliers, and retailers engaging in  
1736 commerce).
- 1737 ▪ Restoring community infrastructure and support services for individuals with access and  
1738 functional needs such as those with disabilities (e.g., accessible paratransit and other public  
1739 transportation, neighborhood pharmacies) so that those individuals can transition back to their  
1740 communities along with the rest of the community.
- 1741 **Intermediate**
- 1742 ▪ Reviewing and monitoring economic impact assessments.
- 1743 ▪ Reviewing tax and regulatory relief opportunities.
- 1744 ▪ Implementing recovery initiatives identified in the short-term, including initiatives to restore  
1745 critical supply chains and local industries.
- 1746 ▪ Continuing recovery investments initiated in the short-term.
- 1747 ▪ Restoring private sector capacity (e.g., supporting investment in restoring infrastructure  
1748 development and redevelopment, encouraging business retention and expansion).
- 1749 ▪ Furthering economic diversification initiatives.
- 1750 ▪ Facilitating, promoting, and encouraging outside investment.
- 1751 ▪ Facilitating the leveraging of public and private sector resources to further catalytic projects that  
1752 encourage job replacement and job growth in the community.
- 1753 ▪ Facilitating the timely disbursement of direct financial assistance (e.g., claims, loans, and grants).
- 1754 **Long-Term**
- 1755 ▪ Providing economic impact assessments once damage assessments are completed, as appropriate.
- 1756 ▪ Continuing recovery investments initiated in the short-term and intermediate phases.
- 1757 ▪ Supporting community efforts to define and pursue the establishment of a “new normal” in the  
1758 local economy.
- 1759 ▪ Continued facilitation and investment in economic diversification initiatives.
- 1760 ▪ Phasing in tax and regulatory relief requirements.
- 1761 ▪ Provide support to local, state, tribal, territorial, and insular area governments in the  
1762 incorporation of after-action recommendations and lessons learned into their community  
1763 planning efforts.

- 1764   ▪ Capturing disaster-related opportunities (e.g., chance to innovate, bring in new industries, create
- 1765    green spaces, and revise economic development strategy based upon lessons learned).
- 1766   ▪ Transitioning from post-disaster to disaster readiness.

1767   **RSF Operations**

1768   **Convening Recovery Support Function**

1769   Engaging the mechanism of the RSF at the field or HQ level is the first step in activating the RSF for

1770   supporting economic recovery. This engagement is facilitated (virtually or on-site) with the

1771   assistance of personnel from RSF Primary Agencies and Supporting Organizations, as well as other

1772   Coordinating Agencies. The Economic RSF Field Coordinator is the primary point of contact for the

1773   FDRC and other RSF representatives engaged in each RSF activation, regarding economic recovery

1774   issues. Depending on the size and scope of the disaster and resulting Economic RSF activation, the

1775   Field Coordinator may operate out of the JFO or virtually from their existing duty station. Depending

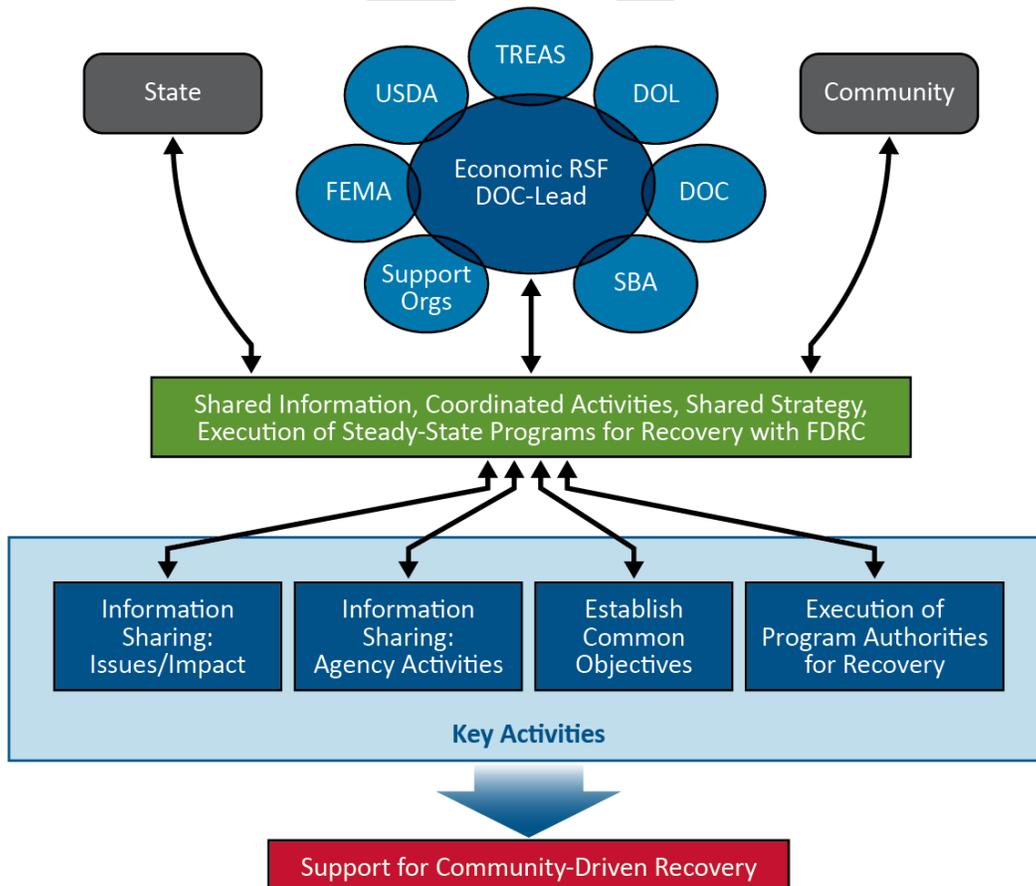
1776   on the nature of the incident, community recovery requirements and the staffing capabilities of the

1777   RSF Coordinating Agency, the Economic RSF Field Coordinator can be assigned from any one of

1778   the Economic RSF Primary Agencies, with the approval of that agency.

1779   All activations of the Economic RSF will involve the execution of the Economic RSF Coordination

1780   Process Model, included as Figure B-1.



1781   **Figure B-1: Economic RSF Coordination Process Model**

1782 Starting at the top of Figure B-1, the efforts of the Economic RSF are coordinated under the  
1783 oversight of the FDRC. Each of the Economic RSF member agencies serves as a partner that is  
1784 included and engaged to the extent required based on the size, complexity, and issues observed in the  
1785 recovery. Minimally, all agencies are engaged to share available recovery and impact information.

1786 Economic RSF efforts are informed by the state and community input/efforts and collectively result  
1787 in

- 1788 ▪ Shared information (impact, capability, and problem-solving);
- 1789 ▪ Coordinated activities (leveraging of available resources and multi-agency technical assistance);
- 1790 ▪ Execution of steady state programs for recovery (the focused and deliberative effort to utilize  
1791 existing and applicable agency programs for supporting recovery efforts); and
- 1792 ▪ Shared strategy (a common understanding of the recovery issues, challenges, and opportunities).

1793 These efforts are ultimately targeted to facilitate the support of community-driven economic  
1794 recovery.

1795 The operating framework for the Economic RSF utilizes a partner-driven approach focused on  
1796 enabling and coordinating collaborative opportunities to facilitate private sector economic recovery  
1797 efforts. Each RSF partner agency will continue in their statutory missions to assist post-disaster  
1798 communities. A principal role of the Coordinating Agency is to identify opportunities (informed by  
1799 the impacted state and communities) for interagency collaboration to execute a more effective  
1800 recovery effort.

## 1801 **Key RSF Engagement Considerations**

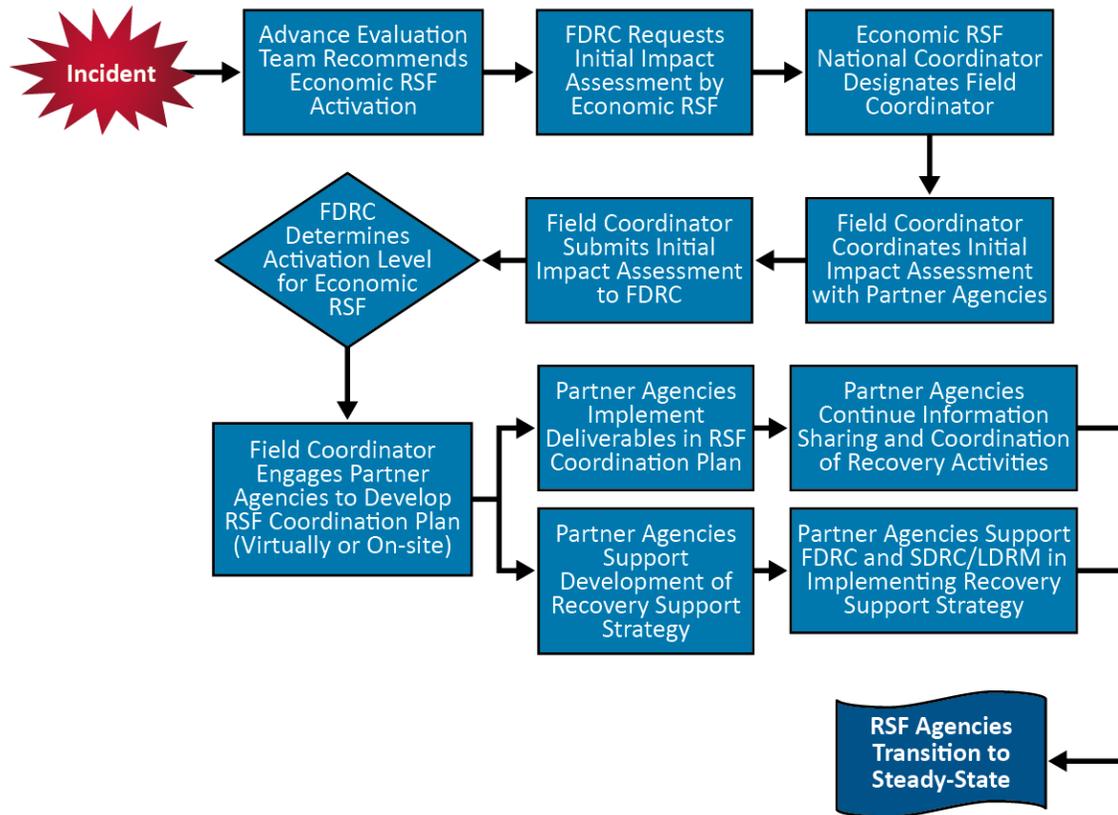
### 1802 ***RSF Operational Activities***

1803 The Economic RSF Field Coordinator must be proactive and strategic in reaching out to Economic  
1804 RSF field/regional representatives to identify economic recovery issues and organize a practical and  
1805 measured response. The Economic RSF Field Coordinator should be minimally engaged in the  
1806 following activities:

- 1807 ▪ Holding regular conferences to share recovery information, issues and strategize with field RSF  
1808 agencies.
- 1809 ▪ Developing a field-level Economic RSF Support Approach for submission to the National  
1810 Economic RSF Coordinator and eventual inclusion in the RSS.
- 1811 ▪ Meeting with local, state, tribal, territorial, and insular area government representatives, as well  
1812 as business, nonprofit, and private sector stakeholders.
- 1813 ▪ Serving as a primary Federal point of contact in the field for all economic recovery coordination  
1814 issues.
- 1815 ▪ Coordinating support for and informing other RSF representatives of any community-driven  
1816 economic recovery initiatives.
- 1817 ▪ Coordinating with field RSF representatives on their respective agencies' recovery activities  
1818 (e.g., DOL workforce development initiatives/grants, SBA counseling and capital access  
1819 activities, USDA grant, loan-making and farm assistance activities, HUD CDBG).

1820 **RSF Operations Sequence of Events**

1821 The activation and engagement of the RSF will generally follow the sequence of events captured in  
 1822 Figure B-2.



1823 **Figure B-2: RSF Operations Sequence of Events Model**

1824 **RSF Activation Phases**

1825 The engagement and activation of the Economic RSF is a progressive approach where the level of  
 1826 activity is contingent on the extent of coordination needs in the disaster area. To support the on-site  
 1827 and off-site coordination needs, the Economic RSF has adopted four steps of activation to describe  
 1828 the scale of its on-site and off-site engagement. Generally, the location considered “on-site” is  
 1829 considered the JFO, recovery office, or other unified command center. The RSF may step  
 1830 progressively from one step to the next or rapidly achieve an advanced step. The maximum step to be  
 1831 achieved will depend on the scope of the disaster and the need of impacted communities.

1832 **■ Activation—Step 1: Virtual**

- 1833 • No on-site activities required (virtual only), episodic site visits, only as required
- 1834 • Will convene RSF field assets virtually by conference call and email
- 1835 • No specific technical assistance deliverables
- 1836 • Generally no MA required, unless site visits required
- 1837 • Major activity—coordinate information sharing and connecting available resources with  
 1838 expressed need

- 1839   ▪   Activation—Step 2: Heightened Virtual
- 1840       •   Episodic site visits coupled with virtual RSF engagement
- 1841       •   Will convene RSF field assets primarily by conference call and email
- 1842       •   Deliverables may include economic impact assessment and Economic Development
- 1843       Assessment Team report(s) (see Follow-On Impact Assessment and Technical Assistance
- 1844       Options section)
- 1845       •   MA required for travel, per diem, and overtime to meet deliverable development
- 1846       •   Major activity—coordinate information sharing and RSF agency contribution to deliverable
- 1847   ▪   Activation—Step 3: Coordinator On-Site
- 1848       •   Full time on-site presence of Field Coordinator, episodic presence of RSF field agency staff
- 1849       •   Will convene RSF on-site and by conference call
- 1850       •   Deliverables may include economic impact assessment, Economic Development Assessment
- 1851       Team report(s), support of state taskforce activities, RSF issue tracking, and project
- 1852       coordination/tracking
- 1853       •   MA required for travel, per diem, and overtime to meet deliverable development
- 1854       •   Major activity—coordinate information sharing, RSF engagement of targeted issues, impact
- 1855       assessments, extensive coordination technical assistance support of state/community
- 1856   ▪   Activation—Step 4: RSF On-Site
- 1857       •   Full-time on-site presence of Field Coordinator and of at least one other (non-FEMA) RSF
- 1858       Primary Agency
- 1859       •   Will convene RSF on-site and by conference call
- 1860       •   Deliverables may include economic impact assessment, Economic Development Assessment
- 1861       Team report, and support of state taskforce activities, RSF issue tracking, and project
- 1862       coordination/tracking
- 1863       •   MA required for travel, per diem, and overtime to meet deliverable development
- 1864       •   Major activity—coordinate information sharing, RSF engagement of targeted issues, impact
- 1865       assessments, extensive coordination TA support of state/community

1866   ***Scalability of Coordination Activities***

1867   Depending on the outcome of the initial impact assessment and the resulting RSF Recovery Strategy,

1868   the field-level and HQ-level RSF agencies should scale the needs of the community with the

1869   operational tempo of the RSF activities, to avoid overwhelming local capacity and to ensure the

1870   interagency coordination efforts can be sustained. In conjunction to the activation steps described

1871   above, the scalability of coordination activities describes the intensity of RSF coordination. The table

1872   below captures a few broad options for how the coordination of activities can be scaled to meet level

1873   of recovery coordination needs (severe, strong, moderate, and low).

1874

**Table B–2: 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 effort to identify issues, programmatic capabilities, share information, and coordinate with state/territorial/tribal/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 state/territorial/tribal/regional/local/private sector stakeholders
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

**1875 RSF Coordination Plan**

1876 Following the completion of the initial impact assessment, the Economic RSF Coordinating Agency  
1877 will continue to engage with field-level, and potentially national-level, RSF agencies and applicable  
1878 state agencies to coordinate the immediate actions requiring RSF engagement. The RSF Coordination  
1879 Plan will be developed to serve as a management tool to define clear objectives, actions, or  
1880 deliverables to mitigate issues identified in the mission-scoping assessment. Generally, the RSF  
1881 Coordination Plan will be updated monthly in consultation with the FDRC. The RSF Coordination  
1882 Plan is intended to be subordinate to the RSS and in many cases can be used to inform the  
1883 development of the RSS. Some examples of elements often included in the RSF Coordination Plan  
1884 are specific milestones to ensure information sharing, actions to deliver technical assistance to  
1885 support state-driven recovery committees, efforts to conduct more in-depth economic impact  
1886 assessments, and interagency efforts to support the establishment of business one-stop resources.

**1887 Inter-RSF Coordination**

1888 The Economic RSF Field Coordinator must work collaboratively with the other RSF Field  
1889 Coordinators to

- 1890 ▪ Assemble multi-disciplinary assessment teams and resources when appropriate;
- 1891 ▪ Leverage issue and impact information gathered by other RSF activities;
- 1892 ▪ Share information via multi-RSF meetings and other communications;
- 1893 ▪ Identify how the Economic RSF can contribute to the efforts of the other RSFs;
- 1894 ▪ Identify areas where the other RSFs may contribute to meeting goals of the Economic RSF;
- 1895 ▪ Collaborate with other RSF initiatives and take appropriate steps to make adjustments as  
1896 necessary to ensure that the end result meets agreed-upon goals; and
- 1897 ▪ Review lessons learned from each disaster and incorporate them into practice to improve  
1898 recovery efforts for future disasters in that region and around the country.

**1899 Engaging the Whole Community**

1900 When activated, RSF partner agencies work with state and community partners through coordination  
1901 with the FDRC. Recovery activities will likely require direct relationships with non-Federal, private,  
1902 and nonprofit sector partners.

1903 The Economic RSF Coordinating Agency and its partner agencies will work closely to support their  
1904 local, state, tribal, territorial, insular area, private, and nonprofit partners in the recovery effort.  
1905 Community-based economic recovery strategies will be integrated into the RSF Coordination Plan.  
1906 These economic recovery strategies identify the economic recovery issues, challenges, and types and  
1907 levels of recovery assistance that the state and specific local communities will need.

1908 It is important that the Economic RSF and the FDRC work with the local, state, tribal, territorial,  
1909 insular area, private, and nonprofit partners to

- 1910 ▪ Develop a coordinated recovery strategy that addresses specific economic recovery needs for the  
1911 local, state, tribal, territorial, and insular area communities;
- 1912 ▪ Establish a process for obtaining baseline data/information;
- 1913 ▪ Identify metrics to measure progress;

- 1914     ▪ Designate local, state, tribal, and territorial organizations that will coordinate the economic  
1915     recovery efforts;
- 1916     ▪ Identify sources of funding, including private sector and philanthropic organizations, to meet  
1917     specific objectives;
- 1918     ▪ Put in place mechanisms to reduce fraud, duplication and waste; and
- 1919     ▪ Determine local, state, tribal, territorial, and insular area capacity and training needs for Federal  
1920     assistance applications.

## 1921     **Identify Priorities and Conduct Impact Assessment**

1922     Generally, in order to regain its economic footing, a community impacted by disaster must  
1923     understand three parameters. First, it must know what existed before the disaster. The community  
1924     must honestly appraise the basis and trends of its pre-disaster economy. Second, the community must  
1925     measure economic capability lost and assess opportunities created by the disaster. Finally, it must  
1926     understand its achievable economic recovery options.

1927     To support these requirements, the Economic RSF mines data repositories (governmental and  
1928     academic) and combines the results with data gathered on scene. Initial assessments, used to scope  
1929     the effort, are based on such inputs as pre-disaster data, disaster modeling outputs, and initial on-  
1930     scene reports. The RSF works with the FDRC; state, territorial, tribal, and local coordinators; and the  
1931     private and nonprofit sectors to continually expand its understanding of the local and regional  
1932     economy. The efforts of the RSF assist the community in developing economic goals and defining  
1933     the means of achieving them in their recovery plan. The Coordinating Agency will coordinate with  
1934     the RSF Primary and Supporting Organizations to identify the application of the steady state Federal  
1935     programs supporting community plans. It will, where appropriate, coordinate the development and  
1936     application of disaster-specific recovery programs for the economy and the innovative use of existing  
1937     programs individually or collectively.

## 1938     ***Role of the Initial Impact Assessment***

1939     Once the Economic RSF is activated, one of the first activities likely to be necessary is the  
1940     completion of an initial impact assessment to understand the severity of the economic issues  
1941     associated with the disaster. This assessment is intended to be a very high-level synopsis of known  
1942     economic recovery issues in the communities affected by the disaster. The assessment is not intended  
1943     to capture a definitive dollar value of the economic impact or to derive the full scope of the economic  
1944     recovery challenges; instead, it is a snapshot of the economic issues and damages resulting from the  
1945     disaster, and it is intended to guide short-term actions. In order to start the process, the Economic  
1946     RSF Coordinating Agency convenes an interagency meeting of the Economic RSF members.

1947     Economic RSF partner agencies will be expected to provide a summary of impact-related  
1948     information to describe the known issues, concerns, and program activities, as they relate to their  
1949     respective agency's networks and capabilities. This should include information that is readily  
1950     retrievable from field and regional staff that may have already "checked in" with their local  
1951     stakeholders. Some examples of the information that should be gathered include, but are not limited  
1952     to, concentrations of business outages/disruption, known capital access issues, workforce  
1953     supply/demand issues, infrastructure issues, technical assistance needs, financial literacy issues,  
1954     impacts on critical supply chains, and local industries.

- 1955 To be actionable, the initial impact assessment contains three basic sections of information:
- 1956 ■ Economic baseline of the affected geography (e.g., demographics, economic activity,
- 1957 employment);
- 1958 ■ Actual and projected economic issues/damage and uncertainties of the disaster aligned to the nine
- 1959 economic recovery considerations; and
- 1960 ■ Existing or forecasted agency recovery activities.

1961 The Economic RSF Coordinating Agency will review all the information contained in the initial

1962 impact assessment and provide that information to the FDRC with a recommendation for next steps,

1963 based on RSF partner agency input. Depending on the incident and the geography affected, existing

1964 information resources may be used to project the anticipated impact through FEMA’s Hazards-

1965 United States tool (for flood, earthquake, and hurricane incidents) and other damage estimating

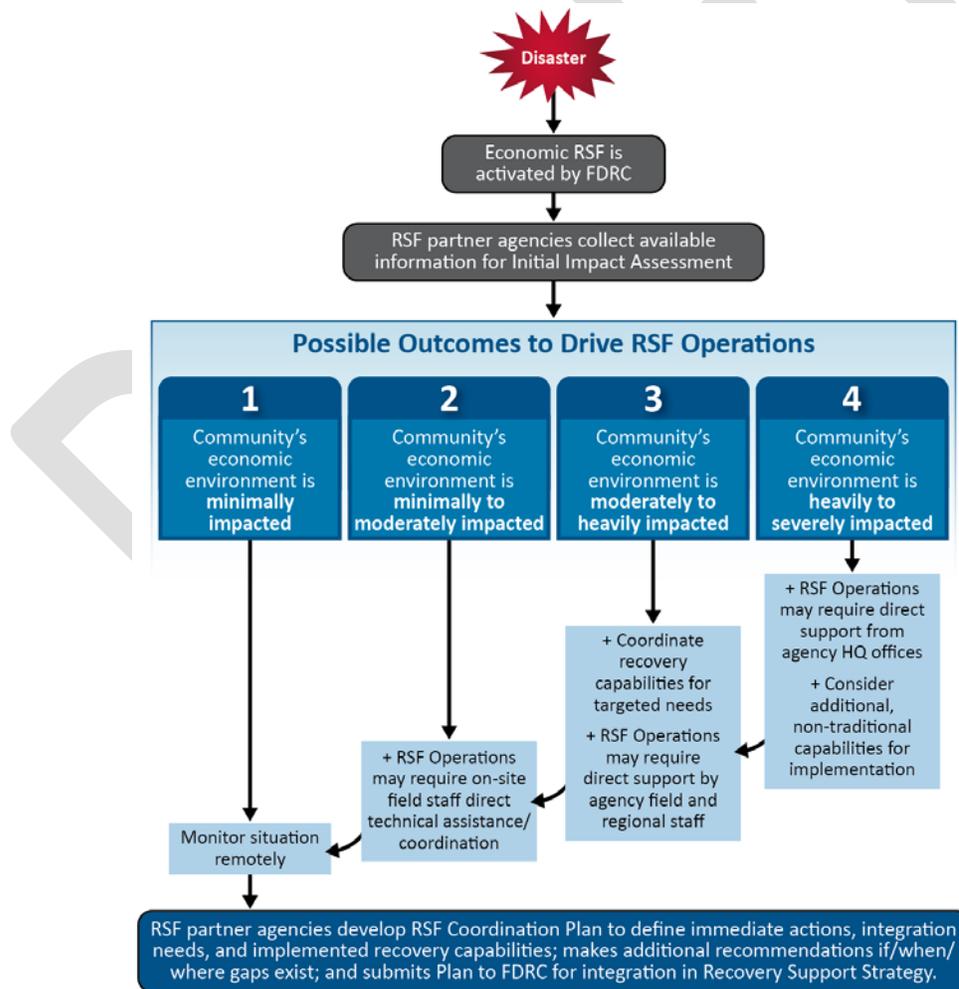
1966 resources, to target inquiries in identifying economic damage and recovery issues.

1967 Ultimately, one of the goals of the initial impact assessment will be to “triage” exceptional recovery

1968 issues in specific communities, or issues trending across multiple communities. This way the

1969 Economic RSF will be able to apply a “right-sized” approach to supporting the community’s

1970 economic recovery effort. A graphical depiction of this process is captured in Figure B-3.



1971 **Figure B-3: Initial Assessment Process Overview**

1972 ***Follow-On Impact Assessment and Technical Assistance Options***

1973 Depending on the outcome of the initial impact assessment, the issues and milestones in the RSS, the  
 1974 deliverables enumerated in the RSF Coordination Plan, and the needs of the community, additional  
 1975 impact assessment and technical assistance options are executable by the Economic RSF. Some of  
 1976 the technical assistance options available to the RSF for communities include the Economic Impact  
 1977 Assessment and deployment of the Economic Development Assessment Team.

1978 Economic Impact Assessments will generally seek to achieve the following objectives:

- 1979 ■ Capture the pre-disaster economic environment
- 1980 ■ Identify indicators of economic consequence
- 1981 ■ Aggregate available economic recovery information
- 1982 ■ Highlight economic recovery best practices for consideration in the on-going recovery process

1983 The intent of the final report is to provide a value-added resource for state and community disaster  
 1984 recovery professionals as well as the region as a whole to target areas of economic recovery need and  
 1985 identify economic impact trends to help inform the whole community’s long-term disaster recovery  
 1986 and new resilience efforts.

1987 Economic Development Assessment Teams leverage the subject matter expertise of RSF partner  
 1988 agencies and invited economic recovery experts to provide customized technical assistance for  
 1989 impacted communities. Whenever possible, they build on the local, regional, and state economic and  
 1990 community development planning already in place. Teams work closely with local government,  
 1991 community, and business leaders, regional planning organizations, and economic development  
 1992 organizations to explore issues ranging from infrastructure challenges to development and financing  
 1993 needs, attempting to look at the total economic picture for each community.

1994 **Coordinate Linkages and Interdependencies**

1995 ***Relationship with Other RSFs***

1996 The Economic RSF must make sure its recovery activities are coordinated with those of the other  
 1997 RSFs. While the ultimate coordination of activities is the responsibility of the FDRC, adequate  
 1998 coordination between RSFs is necessary. There are a multitude of interrelated and interdependent  
 1999 issues that require extensive inter-RSF coordination. In some situations, the Economic RSF can  
 2000 provide input such as economic information and subject matter expertise for other RSF efforts. In  
 2001 other situations, the Economic RSF can benefit from the work of the other RSFs, thereby leveraging  
 2002 their outputs. Some of the projected interdependencies are captured in the tables below.

2003 **Table B–3: 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.

Recovery Support Function	Potential Support To Economic RSF	Potential Support From Economic RSF
<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.

2004 The collaborative approach at the Federal level must be responsive to the needs of the local  
 2005 stakeholders who will continue the long-term recovery efforts when Federal engagement returns to  
 2006 the steady state. The “ground truth” of economic damage and recovery issues will be ultimately  
 2007 derived from information assembled by the local, state, tribal, territorial, insular area, private, and  
 2008 nonprofit partners. For that reason, the Economic RSF will be heavily dependent on an active and  
 2009 regular communication with the appropriate stakeholders. This communication will seek to collect  
 2010 and disseminate information on the economic issues affecting the communities/region and  
 2011 collaboration in identifying methods to mitigate effects. These relationships are summarized below  
 2012 using an input/output model. In the context of this model, a potential RSF output is a potential  
 2013 contribution the Economic RSF agencies can provide to the efforts of the external stakeholder. The  
 2014 reverse is true for a potential RSF input, where the input is a potential contribution the stakeholder  
 2015 can make to the efforts of the Economic RSF agencies. Congressional action may be required  
 2016 depending on the nature of the potential Economic RSF output.

2017 **Table B–4: 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>

External Stakeholder	Potential Economic RSF Output	Potential Economic RSF Input
Local/Tribal	Economic development support that help residents and businesses stay in the area by creating and restoring jobs; economic damage assessment information	<ul style="list-style-type: none"> <li>▪ Implementation of programs to improve long-term economic resilience and sustainability; collaboration with adjoining communities for multi-local and regional recovery</li> <li>▪ Collection of economic impact assessment information</li> <li>▪ Strategic planning/direction on the community’s economic recovery priorities</li> </ul>
Private Sector	Loans, tax, and potential targeted regulatory relief to specific businesses	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
Nonprofit	Grants and loans to run programs to assist their communities	Help for residents, businesses, and their employees to recover quickly after an incident and improve disaster resilience; collection of economic impact assessment information

2018 **Implementation and Monitoring**

2019 The implementation of the recovery effort under the Economic RSF is intended to be a flexible,  
 2020 adaptive, coordinated effort on the part of the Federal Government—in partnership with local, state,  
 2021 tribal, territorial, insular area, and private sector partners. The implementation of these activities will  
 2022 be delegated to the agency originating the program activity. For example, SBA’s disaster loan  
 2023 program is implemented and monitored by the SBA. However, agencies must share the outcomes,  
 2024 issues and progress among their partners in the Economic RSF. This way, the Economic RSF  
 2025 Coordinating Agency can track the progress of the recovery effort and continually evaluate when  
 2026 opportunities exist for creating leverage through interagency collaboration. This will be part of a  
 2027 continual reassessment process to track RSF progress and its effort to meeting the milestones  
 2028 established by the FDRC.

2029 Over time, recovery efforts progressively transition into the steady state efforts of the agencies in the  
 2030 RSF. While recovery issues will likely persist, the scope and applicability of the issues will  
 2031 eventually be addressable by steady state programs. For example, workforce development issues  
 2032 such as retraining and job placement likely existed pre-disaster. While the impact may have become  
 2033 more acute post-disaster, the need persists and the steady state effort to mitigate those issues must be  
 2034 integrated into the day-to-day operations of the local, state, tribal, territorial, insular area, Federal,  
 2035 private, and nonprofit stakeholders.

2036 **Transition to Steady State**

2037 There is no standard or predetermined pathway for a community’s or a region’s economic recovery.  
 2038 The particular path a community takes when recovering from a major disaster will differ from other  
 2039 localities as a result of multiple factors, including the scale of the disaster's impact, specific  
 2040 community needs and conditions, and the resources available. While such circumstances prevent the  
 2041 development of a “canned” approach for effective economic recovery, potentially valuable insights  
 2042 can be learned from the experiences of communities that have already grappled with the disaster-  
 2043 recovery process.

2044 The active engagement and coordination of Economic RSF agencies must be responsive and flexible  
 2045 to the demands and ongoing recovery needs experienced by communities. The engagement of the  
 2046 RSF at the field and national levels will vary in intensity and modality depending on a regular  
 2047 evaluation of these needs. The level of engagement must always be proportional to the needs of the  
 2048 community. Based on the recovery continuum, coordination needs during the intermediate- and long-  
 2049 term stages will almost invariably be considered “steady state,” as enough time will have passed that  
 2050 most persistent coordination needs can be addressed through existing agency efforts to conduct  
 2051 business. As the need for active coordination diminishes, the Economic RSF Field Coordinator will  
 2052 work with the FDRC to establish a scaled-back approach that can ensure ongoing coordination and  
 2053 communication needs can be satisfied over time.

2054 Following the transition to a steady state of Economic RSF engagement, the Economic RSF  
 2055 Coordinating Agency will convene an after-action review process to capture lessons learned. These  
 2056 lessons will be identified in a Corrective Action Plan. Some items will be integrated in future  
 2057 iterations of the Economic RSF Annex and appropriate Economic RSF Standard Operating  
 2058 Procedures. Others may enhance steady state programs and their ability to mitigate the impacts of  
 2059 future disasters.

2060 **Roles and Responsibilities**

2061 **Table B–5: 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 B–6: 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> <li>▪ Administers the Defense Priorities and Allocations System to implement the Defense Production Act 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> </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 efforts.</li> <li>▪ Executes the agency mission during disaster recovery through its PA, IA, and mitigation programs.</li> </ul>
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>

2063

**Table B-7: 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, 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 Federal/state/local 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>
Delta Regional Authority	<ul style="list-style-type: none"> <li>▪ Improves 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, state, territorial, tribal, and local 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>

2064 **Capabilities**

2065 All Economic RSF engagements will seek to derive basic information and build capabilities related  
 2066 to the nine fundamental post-disaster economic recovery considerations:

- 2067 ▪ Community Planning—Consideration of community-driven economic recovery planning efforts  
 2068 and issues
- 2069 ▪ Cash Flow—Consideration of individual and business cash flow issues
- 2070 ▪ Business Resumption—Consideration of businesses returning, rebuilding concerns/issues, capital  
 2071 access resources and business planning
- 2072 ▪ Finance and Insurance—Consideration of access to capital issues, insurance payments/coverage  
 2073 issues

- 2074     ▪ Workforce Development—Consideration of post-disaster labor demand with supply, retraining  
2075     programs, the unemployed, temporary employment, etc.
- 2076     ▪ Economic Development—Consideration of accelerated project development, repurposed  
2077     initiative, job creation opportunities, and other associated issues
- 2078     ▪ Small Business—Considerations for small business issues like business planning, capital  
2079     resources and the need for technical assistance
- 2080     ▪ Marketing and Communications—Considerations for promoting active and consistent  
2081     communication between local, state, tribal, territorial, insular area, Federal, and private sector  
2082     stakeholders regarding the issues and opportunities affected the economy
- 2083     ▪ Assessment and Evaluation—Consideration for the access, collection and analysis of economic  
2084     recovery-related data

2085     These considerations are regarded by the Economic RSF to be foundational issues associated with  
2086     most, if not all, disasters. Economic assessments and recovery planning are centered on addressing  
2087     these elements. Naturally, the opportunity exists for other issues to arise that are not enumerated  
2088     under these considerations. In those instances, the flexibility is afforded the Economic RSF to adapt  
2089     accordingly to the on-the-ground needs. Economic RSF capabilities are organized along the  
2090     economic recovery considerations. Included in the following sections are descriptions of example  
2091     capabilities and issues associated with these considerations. These are not to be considered a  
2092     comprehensive capture of the RSF’s programmatic capabilities and are subject to the availability of  
2093     funding. Supplementary materials maintained by the Economic RSF Coordinating Agency include  
2094     further detail.

## 2095     Community Planning

2096     Communities across the country vary in size, geography, and demographics. Community planning is  
2097     a strategic planning process that addresses the unique needs of the community in a purposeful way,  
2098     providing for and promoting the future wellbeing of the area by integrating land use, housing,  
2099     transportation, economic and social considerations, such as childcare, so parents can return to work,  
2100     and supports and services used by individuals with disabilities and others with access and functional  
2101     needs, such as accessible public transportation and paratransit and restoration of power for  
2102     individuals who receive dialysis, utilize speech generating devices, ventilators or durable medical  
2103     equipment which depends upon a steady power supply. There are often many “good ideas” for what  
2104     the economic recovery should look like. If these ideas are not deeply integrated in the community  
2105     planning process they are likely unsustainable. Additionally, uncertainty about the “new normal” will  
2106     be pervasive. This uncertainty can be better informed by the planning process.

## 2107     RSF Capabilities

2108     After a disaster, communities have the opportunity to review their pre-disaster state, to create a vision  
2109     for the future which may include rebuilding or “building back better.” Thus the consideration of the  
2110     community’s plans for economic recovery is at the forefront of any Economic RSF initiative. The  
2111     role of the Economic RSF facilitates and enables the recovery capabilities of the community; it is not  
2112     the sole driver of the recovery. Naturally, these efforts are heavily informed and coordinated with the  
2113     Community Planning and Capacity Building RSF.

2114     Technical assistance grants to provide expert support and additional capacity:

- 2115     ▪ DOC EDA: Technical Assistance Grants, Economic Adjustment Grants

- 2116 ■ FEMA: Community Recovery Assistance
- 2117 ■ USDA Rural Development: Grants
- 2118 ■ HUD: CDBG.

2119 **Table B–8: Community Planning Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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

2120 **Cash Flow**

2121 Virtually every disaster results in a reduction, even near cessation, of the flow of cash throughout the  
 2122 affected area. Damage to a business’ property may cause it to cease operations, interrupting the pre-  
 2123 disaster commerce between consumers, merchants, and their suppliers.

2124 Businesses that remain open will lack customers due to evacuations until local residents sort out  
 2125 personal circumstances, or simply due to a display of consumer caution about impacted products.  
 2126 Some disasters create consumer safety concerns damaging a local or regional “brand,” such as the  
 2127 impact of the Deepwater Horizon oil spill on Gulf seafood. Catastrophic disasters will disrupt  
 2128 banking operations, slowing the ability of businesses to access accounts and move funds. Access to  
 2129 new capital will also be severely reduced by a lack of investor confidence and other factors.

2130 The impact of the incident on an individual business’ cash flow will depend on the nature of the  
 2131 business. Large firms with diversified operational bases (e.g., geographic dispersion, multiple  
 2132 product lines, adequate continuity plans) will suffer far less than a firm focused on the impacted  
 2133 region or one that owns a critical node there. Small businesses can face severe post-disaster survival

2134 issues. Even profitable businesses experiencing sudden, large-scale reductions in cash flow will find  
 2135 it difficult to sustain the operations they conducted pre-disaster. The economic cascade further  
 2136 devastates the affected region; bills to local suppliers go unpaid, payroll dries up, and new orders for  
 2137 supplies cease. The magnitude and duration of cash flow challenges will depend on myriad factors  
 2138 such as the availability of critical infrastructure, the resumption of business activity, and the return of  
 2139 evacuated populations to their homes.

2140 **RSF Capabilities**

2141 All agencies at all levels of government can contribute to the building of customer bases. Within the  
 2142 Economic RSF, some of these capabilities include the IA and PA Programs of FEMA, the SBA  
 2143 disaster loan resources, and Economic RSF engagement with the private sector. Some of the  
 2144 programs that can directly inject cash (in some cases on a competitive basis) into a suffering  
 2145 economy include the following:

- 2146 ▪ FEMA: IA Programs, PA Programs, direct contracting
- 2147 ▪ DOL: Unemployment benefits, national emergency grants
- 2148 ▪ HUD: CDBG effected through variety of local, state, tribal, territorial and insular area programs
- 2149 ▪ SBA: EIDLs, government contracting and business development
- 2150 ▪ TREAS: Grant funding to Community Development Financial Institutions (CDFIs), New Market  
 2151 Tax Credit authority to Community Development Entities (CDEs)
- 2152 ▪ USDA: Loan, grant and subsidy programs.

2153 **Table B–9: Cash Flow Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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)

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
	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

2154 **Business Resumption**

2155 Businesses need to consider not only whether they will resume operations, but also how they will  
 2156 persevere if they do reopen. Business reopening decisions are often proprietary financial decisions  
 2157 based on evaluating the costs for rebuilding, the risks of the impact to the local market, and the  
 2158 overall risks of continuing to do business in the impacted community. Business resumption can often  
 2159 serve as the catalyst for the recovery-related decisions of many other community assets. For example,  
 2160 if a major employer decides to repair its facilities, the employees are more likely to return, as they  
 2161 have access to gainful employment. In addition, local suppliers and service-related businesses that  
 2162 depend on the business generated by impacted employers will also be more likely to return. Of  
 2163 course, the inverse is also true: if the major employer does not return, a possible series of negative  
 2164 ripple effects for the community may hinder the recovery effort.

2165 This issue is not isolated to a single large employer deciding to return. It is closely tied to the  
 2166 effectiveness and speed of payment of insurance claims, IA, and supply-chain logistics. For example,  
 2167 if the producer, manufacturer, grower, consumer, vendor, distributor, and retailer of a particular good  
 2168 are all affected by the disaster, any delay in resuming the flow of cash, credit, and inventory can  
 2169 hinder the recovery effort. Pre-disaster business continuity planning makes this process less risky.  
 2170 Also, business-level risk/opportunity decisions may prohibit rebuilding. As a result, the departure of  
 2171 businesses may cause significant (but highly localized) economic impact. Finally, a positive business  
 2172 environment pre-disaster will often be an indicator of the outcome post-disaster.

2173 **RSF Capabilities**

2174 The role of the Economic RSF in the individual business’ decision to reopen can be a delicate one.  
 2175 Generally, if there are anchor employers that have been affected by a disaster, it should be the role of  
 2176 the Economic RSF to engage with the local, state, tribal, territorial, and insular area governments to  
 2177 work with the business to demonstrate political support for staying in a community, identify financial  
 2178 incentives the state or local governments can offer, or find alternative roles for facilities and the labor  
 2179 force.

- 2180 ▪ FEMA: PA and IA Programs
- 2181 ▪ DOC: EDA Economic Adjustment, National Institute of Standards and Technology
- 2182 ▪ Manufacturing Extension Partnership
- 2183 ▪ HUD: CDBG
- 2184 ▪ USDA: Grant, subsidy and loan programs

- 2185   ▪ SBA: Physical and EIDLs
- 2186   ▪ TREAS: CDFI Fund.

2187                                   **Table B–10: Business Resumption Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (Example)	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

2188   **Finance and Insurance**

2189   Disaster creates uncertainty. To financial analysts, uncertainty equates to risk. Risk increases the cost  
 2190   of capital and insurance for businesses in the impacted area. Without available and affordable capital,  
 2191   businesses cannot rebuild capacity lost in the disaster and fund alterations to existing capacity, to  
 2192   adapt to the post-disaster economy.

2193   Insurance is the first recourse for most businesses to recapitalize after a disaster; it is the assumed  
 2194   primary source of funding for most available disaster loan credit. The loans are intended to fill the  
 2195   gap between available insurance funds and replacement costs. Insurance policies in effect at the time  
 2196   of a disaster, however, may contain provisos restricting payment in certain circumstances. For  
 2197   example, flood and wind damage may be handled differently. Basic policies often do not cover  
 2198   earthquake or terrorist damage. Accidental manmade causes may or may not be covered. Moving  
 2199   forward from a disaster, the perceived or measurable risk remaining to the affected area may be  
 2200   viewed differently than pre-disaster judgments. When this reassessment of risk occurs, it almost  
 2201   always means increased insurance rates for businesses, which leads to some amount of relocation and  
 2202   business closure. Actions to mitigate risk that are practical within the disaster area may be critical to  
 2203   preserving an individual business or an entire class of business.

2204   Ultimately, the RSF must work with its partners to create conditions or otherwise facilitate the  
 2205   renewed provision of capital investment from the private sector. For some disasters, this entails  
 2206   establishing conditions such that perceived risk returns to, roughly, pre-disaster levels. For example,  
 2207   in more limited disasters, assuring the continuation of operations by a major source of employment  
 2208   and lending enough money to adequately supplement insurance payments will be sufficient. In

2209 catastrophic disasters such as Hurricane Katrina in 2005, or when dealing with unique circumstances  
 2210 (e.g., the 9/11 terror attacks), much more specific approaches will be required. Such approaches—  
 2211 whether business incubators, forgivable loans, disaster recovery bonds, or others—hinge on private  
 2212 sector engagement, which, in turn, rests on confidence.

2213 **RSF Capabilities**

2214 The key to financial recovery is the engagement of the private sector. Governmental programs at any  
 2215 level provide critical capital for rebuilding capacity and SBA EIDLs, seed money for new initiatives  
 2216 (through targeted application of steady state programs, such as annual grant funding programs  
 2217 through TREAS’s CDFI Fund and HUD’s CDBG), and incentives for private investment (e.g., tax  
 2218 incentives such as the Gulf Opportunity Zones). More importantly, the RSF serves as a clearinghouse  
 2219 for ideas and innovation and as a facilitator to bring businesses, ideas, and capital together.

2220 The ability to draw new capital to a community impacted by disaster is closely linked to other  
 2221 elements of the Economic RSF. Assessment and evaluation of the community is fundamental in order  
 2222 to establish a reasonable vision of what a “new normal” can be. Capitalizing on entrepreneurial  
 2223 opportunity—whether pre-existing or resulting from the disaster—will be critical to energizing  
 2224 recovery for both large and small businesses.

2225 One of the key qualitative metrics of economic recovery is the resumption of steady state channels  
 2226 for capital and the transition from governmental disaster programs to routine ones must be  
 2227 encouraged. In fact, a more direct and transparent transition can be engineered by the early inclusion  
 2228 of certain steady state programs into the RSF’s efforts.

- 2229 ▪ HUD: CDBG
- 2230 ▪ SBA: Small business (7a/504) loans, Small Business Investment Corporations
- 2231 ▪ TREAS: CDFI Fund grant programs
- 2232 ▪ USDA: Loan, subsidy, grants, and insurance programs
- 2233 ▪ DOC: EDA Revolving Loan Fund Program and Economic Adjustment Assistance.

2234 **Table B–11: Finance and Insurance Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (Example)	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

Economic RSF Consideration	Common Elements	Federal Capabilities (Example)	Opportunities For Private And Nonprofit Sectors
	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

2235 **Workforce Development**

2236 Workforce issues include labor availability, workforce development, and retraining. A disaster may  
 2237 present a multitude of conflicting and compounding workforce issues. Much of the workforce will be  
 2238 completely, and in some cases permanently, displaced after a disaster. Workers may need retraining  
 2239 to meet new local workforce demands. Workforce dynamics change after a disaster. There can be  
 2240 shifts in surplus of retail workers but a deficit in construction trades. Affected communities face the  
 2241 challenge of integrating new labor market skills. Unemployment caused by the disaster can also  
 2242 create workforce retraining opportunities.

2243 **RSF Capabilities**

2244 The following key workforce development capabilities available to the Economic RSF are located  
 2245 within the Departments of Labor and Commerce.

- 2246 ▪ Compiling unemployment insurance statistics, processing grant awards, and providing response  
 2247 teams
- 2248 ▪ Administering programs that provide temporary income support to unemployed individuals
- 2249 ▪ Providing National Emergency Grants for employment and training assistance
- 2250 ▪ Providing Division of Unemployment Assistance information to eligible individuals when the  
 2251 disaster declaration(s) provide for IA
- 2252 ▪ Acting through the Office of Workers' Compensation Programs
- 2253 ▪ Mobilizing the One-Stop Career Center system
- 2254 ▪ Providing workers' compensation coverage to Federal workers and eligible dependent survivors  
 2255 for employment-related injuries or death

2256 Additional capabilities are also available:

- 2257 ▪ USDA: grants, loans, subsidies

- 2258 ■ DOC: EDA Economic Adjustment Grants

2259 **Table B–12: Workforce Development Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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

2260 **Economic Development**

2261 A disaster may have lasting impacts on local economic development initiatives at all levels—local,  
 2262 state, tribal, territorial, insular area, Federal, private sector, and nonprofit. Existing economic  
 2263 development strategies need alteration to meet the needs of a new normal and incorporate  
 2264 community-driven planning elements. Also, the need may arise to enhance the diversification of the  
 2265 economic base of the disaster-impacted and recipient communities to take advantage of shifts in the  
 2266 labor market. At the core of most economic development considerations is the establishment of a  
 2267 disaster coordinator to conduct economic development and recovery activities for the duration of the  
 2268 effort. Since many of the economic development applications in the disaster recovery environment  
 2269 are by definition long-term (e.g., diversification initiatives, business incubators, business retention,  
 2270 and expansion programs), it is vital to have the resources available to sustain those efforts for the  
 2271 duration of the recovery effort.

2272 In addition to these considerations, it is necessary to evaluate the pre-disaster economic development  
 2273 strategies and plans to consider their applicability in a post-disaster environment. In many cases,  
 2274 well-considered economic development projects may still have relevance in a post-disaster  
 2275 environment, if their primary goal was to promote businesses and spur job creation. Therefore, a  
 2276 community with an existing strategy for targeting key growth industry sectors or a business retention  
 2277 and expansion program should be in a better position to meet economic development needs post-  
 2278 disaster. However, some considerations must be made, at the local level, to evaluate how projects  
 2279 may be adjusted and appropriately accelerated to expedite the recovery process. The evaluation of the  
 2280 post-disaster economic development strategy should be a bottom-up effort to capitalize on the  
 2281 community’s assets. Generally, economic development projects are designed to create jobs and  
 2282 promote private investment. If they are still relevant, those projects should be accelerated. Also,  
 2283 economic development initiatives should look to make the most of post-incident opportunities.

2284 **RSF Capabilities**

2285 The key to economic development is an effective, coordinated plan that takes into account the will of  
 2286 the community and the interests of all stakeholders. Such a plan must, of course, be rooted in  
 2287 economic reality. Planning requires technical assistance for feasibility studies, impact assessments,  
 2288 investment projects, identification and exploitation of entrepreneurial opportunities and similar  
 2289 efforts. To be effective, plans may require various types of tax and regulatory relief:

- 2290 ▪ Economic RSF Coordinating Agency: Nonprofit/private sector coordination
- 2291 ▪ DOC: Economic Adjustment Assistance, National Institute of Standards and Technology  
 2292 Manufacturing Extension Partnership, other grant programs
- 2293 ▪ HUD: CDBG
- 2294 ▪ USDA: Business development loan guarantees, grants, micro entrepreneurship loans, workforce  
 2295 retraining/development grants
- 2296 ▪ TREAS: CDFI Fund grant and New Market Tax Credit programs.

2297 **Table B–13: Economic Development Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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

2298 **Small Business**

2299 A disaster invariably impacts small businesses far more than large ones. Where bigger firms can rely  
 2300 on assets outside the affected region, the small firms’ lack of capital resources, existing debt burdens,  
 2301 and limited excess capacity serve as barriers to the resumption of business activity. Small business  
 2302 owners who survive the incident can succumb to its consequences. Contamination risks,  
 2303 infrastructure damage, or population shifts may make restarting business untenable. As a result,  
 2304 many small businesses move after a disaster; but moving just outside the disaster zone or following a  
 2305 displaced population may be more expensive than staying put. Can the new location support the  
 2306 business? Can the owner compete when the firm’s presence creates a distinct tension between pre-  
 2307 existing businesses in the recipient community and those owners trying to start fresh? In order to  
 2308 survive, businesses need to be flexible, innovative, and adaptive. Some situations require adapting  
 2309 existing businesses’ plans, over the long-term, to accommodate a new normal. In other  
 2310 circumstances, the best course may be for a small business to make short-term shifts (e.g., a  
 2311 restaurant caters to responders until its customer base returns).

2312 Ultimately, economic success post-disaster is not predicated solely on the survival of existing  
 2313 businesses. True success occurs when the opportunities created by the disaster are fully grasped. Put  
 2314 differently, post-disaster success requires entrepreneurs.

2315 **RSF Capabilities**

2316 Assessing the applicability of SBA disaster loans is a first step for an affected business and for the  
 2317 Economic RSF, but this capability will seldom be the whole solution. SBA loans, combined with  
 2318 counseling services, are key, but all RSF partners have a role to play. Other agencies possess loan  
 2319 programs that can better adapt under certain circumstances. Cash flow, finance, and workforce issues  
 2320 will be of vital importance for small businesses. Capabilities include the following:

- 2321 ▪ SBA: EIDLs, government contracting, and business development; Small business (7a/504) loans,  
 2322 Small Business Investment Corporations
- 2323 ▪ DOC: EDA Revolving Loan Fund Program
- 2324 ▪ USDA: Business development loan guarantees, grants, micro-entrepreneurship loans, workforce  
 2325 retraining/development grants

2326 **Table B–14: Small Business Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
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

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
	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

2327 **Marketing and Communication**

2328 Disasters frequently taint industries and regions, creating actual or perceived conditions that are  
 2329 undesirable or unsafe for consumers. The 9/11 attacks contributed directly to a 10 to 20 percent  
 2330 reduction in airline business, and demand for Gulf seafood decreased in the aftermath of the 2010  
 2331 Deepwater Horizon oil spill. Some of these conditions can be rectified by straightforward “open for  
 2332 business” and “all cleaned up” messages in relatively conventional marketing efforts. Others can be  
 2333 solved only by time. The more problematic situations require a version of “rebranding” the product.

2334 Because conditions can be dramatically changed by a disaster, new opportunities arise in its wake.  
 2335 Disasters can make apparent that old patterns of business are no longer tenable or communities may  
 2336 choose to alter their paths forward. Simply repairing the damage caused by the disaster creates  
 2337 opportunities for firms that did not previously exist. The marketing challenges brought by these  
 2338 opportunities may range from making a customer base aware that there is a capability available to  
 2339 meet a new need, to making it clear that a firm is not opportunistically capitalizing on the pain and  
 2340 difficulty that follows disaster. Disaster-impacted markets tend to have more uncertainty and  
 2341 attraction issues—branding and regionalized business attraction can become an anchor recovery  
 2342 tactic. Also, open, frequent, and meaningful communication with business communities throughout  
 2343 response and recovery will improve business “up-time” and their likelihood to stay.

2344 **RSF Capabilities**

2345 The Economic RSF can create conditions conducive to the marketing efforts of individual  
 2346 businesses, but it cannot market on behalf of even a specific community, much less an individual  
 2347 business. Resources can be made available to communities to encourage the return of customers.  
 2348 Typically, state tourism and/or economic development offices receive Federal funds to spread the  
 2349 “open for business” and “all cleaned up” messages.

2350 Certain disasters reveal pre-existing conditions that suggest alterations in government regulations,  
 2351 which can also contribute to a favorable business climate. For example, the creation of the  
 2352 Transportation Security Administration facilitated trust in airline travel after the 9/11 attacks. Similar

2353 regulatory changes have stemmed directly from the loss of consumer confidence in the housing and  
 2354 mortgage markets since 2007.

2355 Rebranding can be more complex than marketing or regulatory change. If an area or a product is  
 2356 viewed as unsafe, confidence in its safety must be restored. However, the RSF would not be involved  
 2357 in the brand restoration of an individual product. The Economic RSF can serve as a coordinator in  
 2358 the orchestration of measures that support claims of safety, statements by governmental experts, or  
 2359 VIP use of a product. The following tools assist marketing and communications:

- 2360 ▪ DOC: EDA Economic Adjustment Assistance, International Trade Administration—Travel and  
 2361 Tourism TA
- 2362 ▪ FEMA: IA
- 2363 ▪ SBA: EIDLs.

2364 **Table B–15: Marketing and Communication Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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

2365 **Assessment and Evaluation**

2366 Disasters present communities and businesses with information challenges. Post-disaster  
 2367 communities are over-tasked and usually understaffed. Depending on the state of economic  
 2368 development planning in the community, pre-disaster data may be limited, post-disaster data  
 2369 unavailable, and analytical capacity sparse. Further, the assessment and evaluation needs of adequate  
 2370 recovery planning may necessitate the capture of a diverse set of data (e.g., economic development,  
 2371 community planning, workforce, business and industry output) not routinely tracked at the local  
 2372 level.

2373 The assessment and evaluation of circumstances post-disaster is critical to devising an attainable plan  
 2374 for recovery. Such appraisals are most effective when they are realistic, fact-based and devoid of  
 2375 emotion. At the same time, the economies of many communities hinge on less tangible qualities—  
 2376 “southern hospitality,” “livability,” or “urban destination.” Disasters often threaten both the tangible  
 2377 and the intangible. Post-Katrina New Orleans provides an excellent example. A shift in population  
 2378 threatened the vast portion of businesses, but many feared that among the populace that moved was  
 2379 the heart of the musical community, responsible for much of the city’s unique character and upon  
 2380 which much of the local economy was based. Assessments and evaluations must combine the

2381 quantitative and tangible with the qualitative and imprecise. Often, a lack of pre-disaster business  
 2382 data can make the post-disaster impact assessment very difficult. Communities may also lack the  
 2383 technical expertise to conduct economic or demographic analyses to assess the impact of the disaster  
 2384 on their local economy.

2385 **RSF Capabilities**

2386 While a primary short-term goal of the Economic RSF is to assure the resumption of cash flows in  
 2387 the disaster affected region, one of the first activities undertaken by the RSF is to begin data  
 2388 collection on the community’s economy. As emergency responders stabilize the disaster’s  
 2389 consequences, data collection will shift to on-scene assessment by multidisciplinary teams working  
 2390 with local economic planners, private sector leadership, and elected officials. The Economic RSF  
 2391 will deploy these teams as it becomes practical for local leaders to engage in the economic planning  
 2392 for the path forward. The output of these teams will be shared with communities quickly, for local  
 2393 use, and will inform the ongoing efforts to develop intermediate and long-term plans to support  
 2394 economic recovery.

2395 RSF agencies can facilitate the ongoing evaluation and assessment that communities will require to  
 2396 implement/adapt economic plans, through technical assistance provisions of programs such as  
 2397 FEMA’s PA, HUD’s CDBG, and USDA rural assistance. In general, the assessment and evaluation  
 2398 function will inform the plans to apply disaster assistance programs and steady state programs  
 2399 adapted to disaster purposes and to facilitate and expedite the transition from these disaster-oriented  
 2400 efforts to steady state programs aimed simply at economic development. Early assessment will be  
 2401 needed to provide the IS RSF information necessary in prioritizing short-term and intermediate  
 2402 infrastructure restoration needs and to provide the power and telecommunications needed for  
 2403 business resumption, as well as support the transportation system needs to reestablish supply chains.  
 2404 Similarly, more robust assessments will frame support to rebuild business capacity and encourage the  
 2405 private sector to begin opening access to capital. The transition to steady state programs—a goal of  
 2406 long-term recovery—will depend on assessments of the “realm of the possible” for developing the  
 2407 new normal for the post-disaster economy. Capabilities include the following:

- 2408 ▪ DOC: EDA Economic Adjustment Assistance, International Trade Administration—Travel and  
 2409 Tourism TA
- 2410 ▪ HUD: CDBG
- 2411 ▪ USDA: Technical assistance grants, post-disaster crop assessment services, and loan programs
- 2412 ▪ All: Economic Development Assessment Teams, economic impact assessments.

2413 **Table B–16: Assessment and Evaluation Capabilities**

Economic RSF Consideration	Common Elements	Federal Capabilities (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

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
	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

DRAFT

## 2414 **Annex C: Health and Social Services Recovery** 2415 **Support Function**

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### 2417 **Purpose and Mission**

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2418 The purpose of the Health and Social Services (H&SS) Recovery Support Function (RSF) Annex is  
2419 to outline how Federal agencies and national nongovernmental organizations plan to support health  
2420 and social services disaster recovery efforts of local, state, tribal, territorial and insular area  
2421 jurisdictions. This Annex also establishes a focal point for coordinating Federal health and social  
2422 services recovery operations in support of locally-led recovery efforts. The National Disaster  
2423 Recovery Framework (NDRF), the Recovery Federal Interagency Operational Plan (FIOP), and this  
2424 Annex are flexible, scalable, and adaptable in order to best meet the needs of impacted individuals  
2425 and households, through support to and coordination with local, state, tribal, territorial, insular area,  
2426 nongovernmental organization, and private sector organization efforts.

2427 Timely restoration of health and social services is critical to a community's disaster recovery and  
2428 requires a unified effort from all stakeholders in the affected region. Stakeholders include  
2429 government agencies; disability, nonprofit, voluntary, faith-based, and community organizations; for-  
2430 profit businesses; service providers; and individuals and families accessing services—the whole  
2431 community. By working together, recovery stakeholders can promote the health and well-being of  
2432 affected individuals and communities and foster community resilience.

2433 The overarching recovery capability as described in the National Preparedness Goal for health and  
2434 social services is the ability to restore and improve health and social services systems to promote the  
2435 resilience, health (including behavioral health), independence, and well-being of the whole  
2436 community. To achieve the core capability established in the National Preparedness Goal, the  
2437 following targets have been identified:

- 2438 1. Conduct MSA of the nine Core Mission Areas to determine impacts and unmet needs.
- 2439 2. Facilitate availability and access of essential health and social services to limit further  
2440 consequences to individuals, families and communities.
- 2441 3. Identify at-risk populations through monitoring and collaboration with response and recovery  
2442 partners, to promote the inclusion of individuals affected by disaster.
- 2443 4. Support the health protection of the population through messaging, education and training.
- 2444 5. Support the restoration, improvement, resilience and sustainability of the health and social  
2445 services networks and educational environments, to meet the needs and well-being of  
2446 communities.

2447 To achieve these targets requires the whole community.

### 2448 ***Federal Recovery Challenges***

2449 Recovery activities present challenges for many agencies that may lack sufficient recovery funding  
2450 and regulatory authority to support the reestablishment of health and social services systems in  
2451 communities. Stakeholders' working in a unified, coordinated manner is critical to ongoing  
2452 community recovery, especially after a catastrophic incident.

2453 **Overview of Partners**

2454 The NDRF identifies the H&SS RSF Coordinating Agency, along with its Primary Agencies and  
 2455 Supporting Organization members in the table below.

2456 **Table C–1: Members of the H&SS RSF**

HEALTH AND SOCIAL SERVICES
<p>Health and social services is the ability to restore and improve health and social services networks to promote the resilience, health, independence and well-being of the whole community. The H&amp;SS RSF outlines the Federal framework to support locally-led recovery efforts to address public health, health care facilities and coalitions, and essential social service’s needs. Displaced individuals in need of housing will also need health and social services support. Healthcare is a major economic driver in many communities, which—if damaged—make this sector critical to most communities’ disaster recovery.</p> <p><b>Relevant Recovery Core Capabilities:</b> Health and Social Services, Planning, Public Information and Warning, Operational Coordination</p>
<p><b>Coordinating Agency:</b> HHS</p> <p><b>Primary Agencies:</b> Corporation for National and Community Service; USDA; DOC; DHA/National Protection and Programs Directorate; DHS/Office for Civil Rights and Civil Liberties; HUD; DOI; Department of Justice; DOL; Environmental Protection Agency; FEMA</p> <p><b>Supporting Organizations:</b> American Red Cross; Department of Education; Department of Transportation; TREAS; Department of Veterans Affairs (VA); NVOAD; SBA</p>

2457  
 2458 As the Coordinating Agency for the H&SS RSF, HHS will facilitate the coordination of  
 2459 communication and collaboration efforts among Primary Agencies, Supporting Organizations, state,  
 2460 territorial, tribal and local jurisdictions, and private and nonprofit sector partners. In order to meet  
 2461 these coordination objectives, the Department has designated a National H&SS RSF Coordinator  
 2462 within the Office of the Assistant Secretary for Preparedness and Response.

2463 Primary agencies have specific authorities, roles, resources, and/or capabilities to support health and  
 2464 social services recovery after a disaster. H&SS RSF Primary Agencies are responsible for (1)  
 2465 identifying and coordinating relevant Federal programs and capabilities to support recovery, (2)  
 2466 coordinating interagency assessments with state, territorial, tribal, and local jurisdictions as indicated,  
 2467 and (3) providing technical assistance and information required to help communities identify  
 2468 recovery needs and establish health and social services recovery priorities.

2469 Supporting organizations also have roles, resources, and/or capabilities that support the Primary  
 2470 Agencies in executing the H&SS RSF mission and providing assistance consistent with their own  
 2471 authorities.

## 2472 Objectives and Considerations

2473 The mission areas described below address anticipated disaster impacts to health care services, social  
2474 services, behavioral health services, environmental and public health, as well as food and medical  
2475 supply safety, school impacts, and long-term health issues specific to responders. H&SS RSF  
2476 missions will seek to address the identified health and social services recovery needs and priorities of  
2477 the impacted community.

### 2478 *Public Health Impacts*

- 2479 ▪ Implementation of strategies to assess and monitor the public health, disease surveillance, and  
2480 injury prevention of the impacted community, including workers, in order to identify and  
2481 mitigate health problems.
- 2482 ▪ Assistance with the development and implementation of risk communications and public health  
2483 messaging for the disaster.
- 2484 ▪ Provision of training and technical assistance (e.g., instructional staff, curriculum development  
2485 experts, subject matter experts, and professional staff) regarding site-specific hazards related to  
2486 recovery.

### 2487 *Health Care Services Impacts*

- 2488 ▪ Assessment of disaster-related structural, functional and operational impacts to health care  
2489 facilities (e.g., hospitals, clinics, nursing homes, assisted living centers, blood banks, laboratories,  
2490 dialysis centers, substance abuse treatment facilities, poison control centers, and medical and  
2491 dental offices).
- 2492 ▪ Identification of healthcare needs that can no longer be met with community resources due to the  
2493 disaster.
- 2494 ▪ Development of strategies to address interim and long-term health care services while damaged  
2495 facilities are permanently repaired, replaced, or restored.
- 2496 ▪ Provision of technical assistance in assessing the health care services needs of disaster-impacted  
2497 individuals and the applicability of Federal programs' flexibilities and waivers that may be  
2498 strategically leveraged to enhance the state's capacity to meet health care needs.

### 2499 *Behavioral Health Impacts*

- 2500 ▪ Assessment of disaster-related structural, functional, and operational impacts to behavioral health  
2501 facilities and programs.
- 2502 ▪ Leveraging of the Crisis Counseling Assistance and Training Program—a state grant program  
2503 administered by HHS/Substance Abuse and Mental Health Services Administration and funded  
2504 by the FEMA—under ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and  
2505 Human Services).
- 2506 ▪ Provision of technical assistance in leveraging existing resources to meet community needs  
2507 identified during the response phase, such as increasing surge capabilities of existing behavioral  
2508 health service systems.
- 2509 ▪ Engagement with behavioral health partners to assess needs, develop strategies including  
2510 population-based strategies, connect practitioners with resources, and identify best practices that  
2511 include prevention to address ongoing surveillance and long-term treatment needs.

- 2512     ▪ Development and dissemination of consistent messaging and guidance concerning stress  
2513     management and stress mitigation strategies.

### 2514     **Environmental Health Impacts**

- 2515     ▪ Surveillance of the environment in an affected community to determine whether post-disaster  
2516     conditions may cause adverse public health effects.
- 2517     ▪ Identification and mitigation of public health threats in sheltering, potable water, and wastewater  
2518     that can cause or exacerbate negative environmental health outcomes.
- 2519     ▪ Provision of technical assistance (e.g., scientific data and models) and environmental health  
2520     training.

### 2521     **Food Safety and Regulated Medical Products**

- 2522     ▪ Provision of technical assistance to HHS/Food and Drug Administration-regulated biologics,  
2523     medical devices, drugs, animal feed, and human food establishments to protect public health.
- 2524     ▪ Provision of technical assistance to the USDA Food Safety and Inspection Service to ensure the  
2525     safety of the Nation's supply of meat, poultry, and processed egg products.
- 2526     ▪ Assessment of an impacted community's food supply networks to ensure food safety.
- 2527     ▪ Development and issuance of consistent public messaging and risk communications concerning  
2528     post-disaster food handling and preparation guidance.

### 2529     **Long-term Health Issues Specific to Responders**

- 2530     ▪ Identification of responder groups to potentially be included in long-term health (including  
2531     behavioral health) monitoring and surveillance.
- 2532     ▪ Establishment of long-term health monitoring and surveillance capacity of disaster responders  
2533     and, where appropriate, communities.
- 2534     ▪ Provision of technical assistance to help determine the appropriate duration and content of long-  
2535     term health monitoring.

### 2536     **Social Services Impacts**

- 2537     ▪ Assessment of disaster-related structural, functional, and operational impacts to social services,  
2538     facilities (e.g., community congregate care, child care centers, Head Start centers, senior centers,  
2539     homeless shelters), and programs (e.g., domestic violence services, child support enforcement,  
2540     foster care, family support programs).
- 2541     ▪ Assessment of survivors within the impacted area, including children; people with disabilities  
2542     and others with access and functional needs; populations with LEP; and racially and ethnically  
2543     diverse communities. Identification of disaster-related social services needs that cannot be met  
2544     with community resources due to the disaster.
- 2545     ▪ Provision of technical assistance in assessing the social services needs of disaster-impacted  
2546     individuals and the applicability of Federal programs' flexibilities and waivers that may be  
2547     strategically leveraged to enhance the state's capacity to meet those needs.

### 2548     **Referral to Social Services/Disaster Case Management**

- 2549     ▪ Implementation of coordinated system(s) for referral of individuals and families with unmet  
2550     disaster-related needs to appropriate social services and maximize existing social services

2551 programs to support local and nongovernmental organization efforts to mitigate social disruption  
2552 and transition individuals and families back to self-sufficiency.

- 2553 ■ Facilitation or provision of immediate delivery or subject matter expertise and grant support,  
2554 when requested by the state, tribal, territorial, or insular area government, of the Federal Disaster  
2555 Case Management Program—a partnership of HHS/Administration for Children and Families  
2556 and FEMA—and transition to the impacted state, tribal, territorial, or insular area leadership of  
2557 disaster case management to address unmet disaster-related recovery needs.

## 2558 **Children in Disasters**

- 2559 ■ Support, as appropriate, of the restoration of the educational environment for students and staff in  
2560 impacted communities.
- 2561 ■ Coordination of health and social services delivered through state or tribal liaisons to support  
2562 impacted schools.
- 2563 ■ Support of state, territorial, tribal, or local government efforts to coordinate enrollment,  
2564 educational services, and health and social services for students that are homeless and/or  
2565 displaced prior to, or as a result of, the disaster.

2566 The capability targets for this RSF's respective core capability are identified in the Recovery Support  
2567 Function Annexes section of the Recovery FIOP.

## 2568 **Critical Tasks and Activities**

### 2569 *Pre-Disaster Preparedness*

2570 Before a disaster occurs, RSF agencies, organizations, and partners can prepare for recovery by  
2571 developing strategies to address health and social services recovery issues that impact the whole  
2572 community. This includes identifying and developing relationships with key partners, identifying  
2573 programs and systems that could be leveraged after a disaster, and building an understanding of their  
2574 resources and capabilities. RSF agencies and organizations may also develop recovery plans that  
2575 address transition from response to recovery operations and recovery to steady state operations,  
2576 promoting the principles of sustainability, resilience, and mitigation. RSF agencies and organizations  
2577 can encourage and support state, territorial, tribal, and local recovery planning efforts through  
2578 participation in trainings, stakeholder workshops, and/or exercises for disaster recovery. As the RSF  
2579 Coordinating Agency, the HHS will engage RSF partners on a routine basis to support pre-disaster  
2580 recovery planning efforts, identify opportunities to collaborate, and strengthen partnerships to align  
2581 and formalize recovery efforts.

### 2582 *Post-Disaster Recovery*

2583 The NRF focuses on response actions as well as short-term recovery activities that immediately  
2584 follow a disaster. The NDRF does not address short-term activities such as lifesaving, life sustaining,  
2585 property protection, and other measures intended to neutralize immediate threats to life, environment  
2586 and property, and stabilize the community. However, these activities influence recovery activities,  
2587 necessitating a structure to identify and advise recovery implications during the early phases of  
2588 incident management. The NDRF establishes a structure to encourage early integration of recovery  
2589 considerations into disaster response operations. The core principles and organizational constructs  
2590 introduced in the NDRF coexist with and build upon the NRF to effectively address recovery needs.

2591 Disaster response and recovery operations are interdependent, overlapping, and often conducted  
2592 concurrently. Depending on the size and magnitude of the disaster, the activities described in the  
2593 following sections may be initiated or conducted concurrently, across response and recovery phases.  
2594 For example, an impacted community may begin assessing and identifying individuals with health or  
2595 social services needs while response operations are ongoing. The changing needs of these individuals  
2596 will continue to need to be addressed as the community progresses to intermediate and long-term  
2597 recovery.

2598 Subsequently, to ensure health and social services needs are addressed during response and recovery,  
2599 it is critical that the H&SS RSF coordinate with ESFs to the NRF, primarily ESF #8 (Public Health  
2600 and Medical Services), ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and Human  
2601 Services), ESF #3 (Public Works and Engineering), and ESF #11 (Agriculture and Natural  
2602 Resources). Depending on disaster conditions, coordination may also be necessary with additional  
2603 ESFs (e.g., ESF #10 [Oil and Hazardous Materials Response]) that are conducting response missions  
2604 with health and social services impacts.

### 2605 **Convene Recovery Support Function: Activation**

2606 Although activation of the H&SS RSF is at the request of the FDRC, activation is generally  
2607 considered when one or more of the following factors apply:

- 2608 ▪ When the President declares a major disaster under the Stafford Act and Federal assistance is  
2609 requested by the appropriate state authorities to assist with their health and social services  
2610 recovery efforts.
- 2611 ▪ When there is a Public Health Emergency declaration by the Secretary of HHS.
- 2612 ▪ When there is an activation of ESF #6 (Mass Care, Emergency Assistance, Temporary Housing,  
2613 and Human Services) and/or ESF #8 (Public Health and Medical Services).
- 2614 ▪ When a jurisdiction is designated for both FEMA PA and IA.
- 2615 ▪ When recovery activities to address health and social services disaster impacts involve more than  
2616 one H&SS RSF Primary Agency.

### 2617 **Identify Impacts**

2618 Once activated, HHS will designate a Health and Social Services Recovery Coordinator to monitor  
2619 response operations to identify disaster impacts with health and social services recovery implications.  
2620 The Health and Social Services Recovery Coordinator will engage with ESF #6 (Mass Care,  
2621 Emergency Assistance, Temporary Housing, and Human Services) and ESF #8 (Public Health and  
2622 Medical Services) to develop a health and social services impact analysis. The Health and Social  
2623 Services Recovery Coordinator will engage with ESF #3 (Public Works and Engineering) to identify  
2624 infrastructure needs with longer-term implications for H&SS and other RSFs that may be activated  
2625 (i.e., Community Planning and Capacity Building, Economic, Housing, and Infrastructure Systems).  
2626 In addition to the Health and Social Services Recovery Coordinator's health and social services  
2627 impact analysis, the state, territorial, tribal, and local health and social services impact analyses will  
2628 be used to support the FDRC with the development of a mission scoping assessment (MSA).<sup>7</sup> This  
2629 information will be used to determine the recommended level of Federal support, identify any

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<sup>7</sup> The development of the MSA is overseen by the FDRC, who also uses the MSA to develop a RSS. The RSS provides the strategy and unified approach that Federal agencies will use to support local, state, territorial, and tribal, jurisdictions in their recovery efforts. The MSA will assist the FDRC and the RSFs in the process of identifying which impacted jurisdictions may require enhanced Federal recovery support.

2630 specific skills or expertise required, validate the need for requests to mobilize and deploy RSF  
2631 resources to the field, and determine the duration of involvement.

2632 If the H&SS RSF National Coordinator and the FDRC determine that deployment is warranted, the  
2633 National Coordinator will work with other H&SS RSF agencies and organizations to designate an  
2634 H&SS RSF Field Coordinator who will coordinate RSF activities in the affected community.  
2635 (Depending on the scope and magnitude of the disaster, more than one H&SS RSF Field Coordinator  
2636 may be needed, and there may also be a need for coordination across multiple communities.) The  
2637 National Coordinator and the FDRC will use the impact analyses and the MSA to determine which  
2638 H&SS RSF Primary Agencies and Supporting Organizations should be requested to activate or  
2639 deploy to the field. Should the provision of assistance require deployment, overtime, or beyond base-  
2640 level resources, the FDRC will issue an MA or secure other reimbursable funding (e.g., IAAs).

### 2641 **Coordination Linkages and Interdependencies**

2642 If deployed, the H&SS RSF Field Coordinator will work with the appropriate Primary Agencies and  
2643 Supporting Organizations, the FDRC, SDRC/TDRC, and LDRMs to conduct joint assessments in  
2644 order to identify the community's health and social service disaster-related recovery needs and  
2645 priorities. The H&SS RSF Field Coordinator, in conjunction with RSF partners and the FDRC will  
2646 develop an RSS that includes health and social services-specific missions, as appropriate in support  
2647 of state and local priorities. H&SS RSF missions will be consistent with the needs and priorities  
2648 identified in the joint assessment of the impacted community. In particular, the H&SS RSF missions  
2649 will support state, territorial, tribal, and local efforts to identify recovery needs, capabilities, goals,  
2650 objectives, timelines, partners, and stakeholders (which include the private and nonprofit sectors) and  
2651 children, individuals with disabilities and others with access and functional needs; economically  
2652 disadvantaged individuals; and people with LEP.

2653 The H&SS RSF Field Coordinator will communicate with key Federal and nongovernmental  
2654 organization partners, and facilitate participation of additional partners as needed. The H&SS RSF  
2655 Field Coordinator will engage and consult RSF partner agencies and organizations and other RSF  
2656 Leads throughout the implementation of the RSF's mission to facilitate participation in decision  
2657 making. As H&SS RSF-specific missions are implemented, continued and regular RSF engagement  
2658 and consultation will be used as a mechanism to reassess needs, priorities, available resources, and  
2659 plans for transition to steady state. To the extent recovery missions require deployment, overtime or  
2660 beyond base-level resources, an MA or other reimbursable funding will be issued by the FDRC.

### 2661 **Provide Technical Assistance**

2662 Federal H&SS RSF agencies and organizations may have existing authorities, programs, waivers,  
2663 and technical assistance that can be implemented or provided without deploying personnel to the  
2664 field. In such cases, the H&SS RSF National Coordinator and the FDRC may determine that  
2665 deployment of RSF agencies and organizations to the field is not warranted. Instead, RSF partners  
2666 may be activated in order to provide remote technical assistance and coordination to address health  
2667 and social services recovery needs. Should the provision of remote technical assistance or  
2668 coordination require overtime or beyond base-level resources, the FDRC will issue an MA or secure  
2669 other reimbursable funding (e.g., IAAs).

### 2670 **Transition to Steady State**

2671 Once the long-term recovery impact assessments have been analyzed and finalized, and the requested  
2672 technical support (on-site or remotely) to assist communities in developing their recovery plans and

2673 strategies has been provided and is no longer needed, the mission is considered complete. The  
2674 Federal role in each mission will vary in time and intensity with a gradual return to steady state.

2675 When a mission is considered complete and H&SS RSF recovery efforts are no longer needed, the  
2676 H&SS RSF National Coordinator will lead the development of an H&SS RSF-specific after-action  
2677 report to evaluate the effectiveness of the mission, identify lessons learned, and share best practices.  
2678 If needed, the H&SS RSF National Coordinator will lead the development of an H&SS RSF  
2679 corrective action plan to address any outstanding issues identified during the transition from recovery  
2680 to steady state.

## 2681 **Roles and Capabilities**

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### 2682 *Recovery Authority and Funding*

2683 The NDRF is not intended to increase overall Federal agency activity in support of recovery planning  
2684 during steady state. Federal agencies with NDRF roles, responsibilities, and recovery programs will  
2685 fund the costs of these activities out of their base budgets and staffing levels, which are subject to  
2686 available resources, except for those expenses authorized for reimbursement under the Stafford Act  
2687 or otherwise provided by law. This may include other mechanisms for reimbursement (e.g., Economy  
2688 Act), supplemental appropriations, and/or increased direct appropriations. Existing Federal programs  
2689 can be leveraged to support recovery operations only to the extent of the authority and appropriations  
2690 for those programs. Nothing in the NDRF alters or impedes the ability of local, state, territorial,  
2691 tribal, or Federal departments and agencies to carry out their specific authorities or perform their  
2692 responsibilities under all applicable laws, executive orders, and directives.

2693 *Capabilities and Resources of Member Departments and Agencies*

2694 **Table C–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, and tribal 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>▪ Evaluates the effectiveness of Federal H&amp;SS RSF efforts.</li> </ul>

2695 **Table C–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>▪ National Service programs, AmeriCorps and Senior Corps, provide trained members 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 Federal, local, state, tribal, and territorial government, 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>

Primary Agency	Functions
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>
DHS/National Protection and Programs Directorate	<ul style="list-style-type: none"> <li>▪ DHS/National Protection and Programs Directorate, Office of Infrastructure Protection, Sector Outreach and Programs Division provides information and technical expertise, in protective measures, for critical infrastructure and has a Public Health Specialist who coordinates with the private sector.</li> </ul>
DHS/Office for Civil Rights and Civil Liberties	<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 DHS 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 assure 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>

Primary Agency	Functions
Department of the Interior	<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>
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. Receives complaints of, investigates, and prosecutes violations of Federal criminal civil rights statutes.</li> <li>▪ Provides 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 needs for worker training, particularly health care workers.</li> <li>▪ Establishes communications infrastructure that could be used to communicate with employers nationwide. (Note: The DOL 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 DOL performs this function as part of the Economic RSF.)</li> <li>▪ Provides technical assistance and support to protect the health and safety of recovery workers.</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>

Primary Agency	Functions
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>

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**Table C-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> <li>▪ Facilitates public health monitoring of congregate housing (shelters) and public disaster feeding locations.</li> <li>▪ Provides situational awareness of community health and mental health impacts and resources, community food supply impacts and resources, social service program impacts and resources, survivor unmet needs, and high risk population centers.</li> <li>▪ Provides direct case management services and interagency referrals of individuals and families to appropriate health and social service resources.</li> <li>▪ Provides community disaster education services including: health education and preventative measures, disaster volunteer orientations, disaster preparedness education.</li> </ul>

Supporting Organization	Functions
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 humans, animals, and environment (including agriculture). For premises or areas under USDA regulatory control in the affected region (including agriculture facilities, zoos, aquariums, pet/animal breeding facilities, and research facilities), helps evaluate the extent of exposure to susceptible species (plant or animal) from the loss of premises' or area's biosecurity and ensures that the premises or area reestablishes its biosecurity 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 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>
Department of Veterans Affairs	<ul style="list-style-type: none"> <li>▪ Subject to the availability of resources and funding, and consistent with the VA mission to provide priority services to veterans, when requested.</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>

Supporting Organization	Functions
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 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 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>

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## 2699 **Annex D: Housing Recovery Support Function**

### 2700 **Purpose and Mission**

#### 2701 *Purpose*

2702 The Housing RSF establishes a focal point for coordinating Federal housing and community  
2703 development recovery operations in support of locally led recovery efforts. This annex provides the  
2704 Coordinating Agency, Primary Agencies, and Supporting Organizations with the following:

- 2705 ▪ Overall understanding of the Housing RSF mission and objectives.
- 2706 ▪ Overview of critical tasks, including core capabilities and pre- and post-disaster activities.
- 2707 ▪ Description of partner roles and capabilities.
- 2708 ▪ Overview of long-term housing recovery resources, including tool kits and reference materials.

#### 2709 *Mission, Scope, and Challenges*

##### 2710 **Mission**

2711 As defined in the NDRF, the mission of the Housing RSF is to address pre- and post-disaster housing  
2712 issues and coordinate the delivery of Federal resources and activities to assist local, state, tribal,  
2713 territorial, and insular area governments as they rehabilitate and reconstruct destroyed and damaged  
2714 housing, when feasible, and develop new accessible, permanent housing options.

##### 2715 **Scope**

2716 Permanent housing for disaster survivors relies on the successful intersection of individual and  
2717 community choices and financial ability. One of the key goals of disaster housing is to move disaster  
2718 survivors into permanent housing as quickly as possible. Many individuals and households may be  
2719 able to return and live in their homes following a disaster, even while repairs are underway.

2720 However, when the housing of a community has been severely damaged, attaining permanent  
2721 housing in a timely manner becomes an immense challenge. It requires making difficult choices and,  
2722 ultimately, requires the alignment of the goals of individuals and the local government, as well as the  
2723 availability of financial resources through both public- and private sector sources.

##### 2724 **Challenges**

2725 Many factors affect the process of attaining permanent housing. These factors represent an intricate  
2726 matrix of individual and community decisions along with availability of personal, private sector, and  
2727 public resources. Community practices to rehabilitate or rebuild permanent housing focus on three  
2728 distinct groups: renters, homeowners, and landlords. A number of factors or obstacles may affect the  
2729 ability of these groups to retain, obtain, or create permanent housing.

- 2730 ▪ Their financial ability to secure and/or repair or rebuild permanent housing. For renters, this  
2731 includes their ability to find and afford post-disaster rental housing; for homeowners and  
2732 landlords, this includes whether they had adequate insurance and/or the ability to finance the cost  
2733 of repairs or rebuilding.

- 2734   ▪ The timeliness and effect of local land use decisions, environmental and historic preservation
- 2735    laws, building codes, and permitting processes, including the implications for where, how, and
- 2736    whether homes can be rebuilt.
- 2737   ▪ The availability and cost of labor and building materials.
- 2738   ▪ The ability to obtain and afford adequate hazard and flood insurance in the future.
- 2739   ▪ Decisions by neighboring property owners to rebuild or abandon damaged structures; a large
- 2740    number of owners deciding not to rebuild can create substantial problems for the neighbors that
- 2741    do rebuild.

2742    *Overview of Partners*

2743    The NDRF identifies the Housing RSF Coordinating Agency, along with the primary and Supporting  
 2744    Organizations, which are listed in the following table.

2745                                   **Table D–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.</p> <p><b>Relevant Recovery Core Capabilities:</b> Housing, Planning, Public Information and Warning, Operational Coordination</p>
<p><b>Coordinating Agency:</b> HUD  <b>Primary Agencies:</b> USDA; Department of Justice; HUD; FEMA  <b>Supporting Organizations:</b> American Red Cross; Corporation for National and Community Service; DOC; Department of Energy; HHS; VA; Environmental Protection Agency; General Services Administration; NVOAD; SBA; U.S. Access Board</p>

2746

2747    Under the leadership and direction of the FDRC, and in coordination with state counterparts, the  
 2748    Housing RSF works closely with and coordinates the efforts of participating Federal, non-Federal,  
 2749    nongovernmental, private sector, and other organizations to support communities, states, tribes,  
 2750    territories, and insular area recovery efforts. These partners fulfill various roles and provide a range  
 2751    of support (see the Roles and Capabilities section for specific roles).

2752    *Coordinating Agency*

2753    As the Coordinating Agency for the Housing RSF, HUD will facilitate communication and  
 2754    collaboration across partner agencies with local, state, tribal, territorial, and insular area partners.  
 2755    HUD’s Office of Disaster Management and National Security serves as the National Coordinator for  
 2756    the Housing RSF and will coordinate efforts to implement the mission. The National Coordinator  
 2757    will further designate a Field Coordinator responsible for ensuring that the Housing RSF mission is  
 2758    implemented in the field.

## 2759 *Primary Agencies*

2760 Primary agencies for the Housing RSF are DHS/FEMA, USDA, the Department of Justice, and  
2761 HUD. Primary Agencies are designated based on relevant authorities, roles, resources, or capabilities  
2762 related to planning, preparedness, mitigation, or recovery support. As Primary Agencies, they are  
2763 responsible for identifying and coordinating Federal programs and capabilities to support housing  
2764 recovery within an affected state or jurisdiction. This includes participating in or coordinating  
2765 interagency assessments or support teams as needed and providing technical assistance and  
2766 information required to help communities identify housing recovery needs and establish priorities.

## 2767 *Supporting Agencies*

2768 Supporting Federal agencies have specific capabilities or resources that assist the Primary Agencies  
2769 in executing the Housing and Community Development mission. Agencies identify both disaster-  
2770 related and regular programs with the responsibility or technical capability to support local or state  
2771 efforts to the Housing RSF Mission. These agencies provide assistance consistent with their  
2772 authorities when requested by the Housing RSF National Coordinator.

## 2773 *Non-Federal Partners*

2774 Non-Federal partners include other governmental partners (local, state, tribal, territorial, insular  
2775 area), nongovernmental organizations, and private sector entities that work on housing and  
2776 community development issues. Non-Federal entities are critical partners for this RSF and include  
2777 sector-specific associations and organizations with missions associated with the Housing RSF. These  
2778 may include, but are not limited to, community-based organizations, voluntary organizations, and  
2779 nongovernmental organizations that provide technical assistance or financial support to local, state,  
2780 tribal, territorial, and insular area communities to support planning process, capacity building, city or  
2781 county management, and planning for and development of permanent housing. Nongovernmental  
2782 organizations and private sector partners bring a wealth of perspectives and resources to support  
2783 community recovery, and they can assist the Housing RSF with pre- and post- disaster identification  
2784 of resources and the development of recovery tools. Private sector partners may include owners,  
2785 agents, sponsors, and mortgagees of rental properties and mortgagees and mortgagors of single-  
2786 family homes.

## 2787 **Objectives and Considerations**

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### 2788 *Objectives*

2789 The Housing RSF supports the development of local, state, tribal, territorial, and insular area long-  
2790 term housing recovery strategies in the areas described below.

### 2791 **Identify Strategies to Strengthen the Housing Market**

2792 The state of the housing market plays a big role in shaping our well-being as individuals, the stability  
2793 of our neighborhoods, and the strength of our National economy. It also plays a critical role in  
2794 determining the resilience of communities to rebound from disasters and attract new capital  
2795 investments. Communities that face declining property values, lost equity, increased foreclosures,  
2796 and sharp blows to the financial system will face extraordinary challenges in rebuilding housing  
2797 compared to those with a strong market. The strength of the local housing market is central to long-  
2798 term disaster recovery. Without adequate housing resources, efforts to reconstitute the community  
2799 will falter and local economic recovery may stall. Even in areas where some housing stock survives,

2800 efforts to combat housing foreclosures can be critical to help stabilize the community. The  
2801 development of replacement housing for returning families and the stabilization of weak housing  
2802 markets to limit foreclosures will ensure that communities have the foundation needed to speed  
2803 recovery, reducing the likelihood of blight and decline that can follow disasters. Community choices  
2804 on how and where to rebuild can also revitalize and strengthen the housing market and improve long-  
2805 term community growth.

### 2806 **Meet the Need for Quality Affordable Rental Homes**

2807 Many communities have substantial gaps in affordable rental homes long before disasters strike.  
2808 Renters in America face serious difficulty finding affordable housing in a broad range of  
2809 communities because of the dual problems of a shortage of units in some areas and a lack of income  
2810 to afford units in the existing market. Communities work through existing plans and programs to  
2811 address these gaps and provide adequate housing to meet the needs of their residents. This is  
2812 especially critical for communities located in regions that experience a high rate of disaster activity  
2813 that result in repetitive loss of housing stock. Lack of affordable housing in the impacted and nearby  
2814 areas means that even minor damages to housing stock can result in significant housing gaps. This  
2815 issue becomes even more critical following a disaster, where pre-existing gaps are widened and  
2816 communities can face severe shortages.

### 2817 **Utilize Housing as a Platform for Improving Quality of Life**

2818 A fundamental aspect of housing is understanding what housing means in terms of quality of life for  
2819 individuals and families. Housing is not just a physical structure, it connects communities to the way  
2820 they live their lives and can provide access to quality schools, jobs, health care, places of worship,  
2821 social services, and other facets of our communities. Planning for and recovering from disasters  
2822 includes an opportunity to rethink how housing can meet the diverse needs of the community. Long  
2823 before disasters strike, families may face challenges that affect their ability to obtain housing, such as  
2824 weak employment histories, poor health, substance abuse, and criminal records. People with access  
2825 or functional needs, including those who are homeless, people with HIV/AIDS, people returning  
2826 from prisons, returning veterans, the elderly, persons with LEP; individuals with disabilities and  
2827 others with functional needs; and people with animals, including household pets, and service and  
2828 assistance animals can all experience significant barriers to both obtaining and maintaining housing.  
2829 For some, financial assistance alone is sufficient to ensure access to housing, while others require  
2830 housing with supportive services to assist with activities of daily living or long-term self-sufficiency.

2831 Planning for long-term disaster recovery must include those with access or functional needs and  
2832 people with animals, including household pets, service and assistance animals. Before disaster  
2833 strikes, it is critical to engage stakeholders and advocates in the planning process to ensure that  
2834 planning addresses the whole community and includes the necessary supportive services that can  
2835 make housing options viable for those with access or functional needs. Following a disaster,  
2836 communities have an opportunity to rethink how to rehabilitate or redevelop housing in a manner that  
2837 addresses the diversity of the community and related supportive services. This may mean exploring  
2838 mixed income housing, examining how to better integrate social services or wrap-around services, or  
2839 exploring options to provide permanent housing for people who are homeless. Planning for people  
2840 with animals includes access to pet-friendly housing options, payment of reasonable pet fees, and  
2841 provision of animal day care services, when appropriate. While disaster recovery may bring complex  
2842 choices and difficult trade-off decisions, post-disaster choices on long-term housing redevelopment  
2843 can also serve as a unique opportunity to strengthen our communities and improve quality of life.

## 2844 **Build Inclusive and Sustainable Communities**

2845 Housing and community development efforts must address a complex network of individual, social,  
2846 economic, and environmental factors in order to promote more diverse, inclusive communities and  
2847 improve the sustainability of neighborhoods, communities, and regions. Many of the neighborhoods  
2848 hit hardest by the housing and economic crisis—those with the highest rates of foreclosure and job  
2849 loss—are racially isolated and among the least sustainable, with limited access to economic  
2850 opportunity, the longest commuting times to jobs, the most homes that pose health risks, and the  
2851 poorest quality schools. Efforts should focus on tools, training, and technical assistance necessary for  
2852 local, state, tribal, territorial, and insular area governments to overcome the underlying challenges  
2853 and implement permanent housing options consistent with the community’s needs. Housing recovery  
2854 efforts should promote the development of sustainable and accessible mixed-income communities  
2855 with a range of affordable housing options that maximize return of displaced households, regardless  
2856 of income or functional needs. These strategies should include post-disaster links to employment,  
2857 services, and transportation, which are critical to the sustainability and inclusiveness of communities.

## 2858 **Integrate Disaster Mitigation Measures into Community Design and Development to** 2859 **Improve Disaster Resilience**

2860 Many communities are already taking actions that can help improve housing resilience, including  
2861 developing hazard mitigation plans. The Disaster Mitigation Act of 2000 required states and  
2862 localities to develop mitigation plans to help reduce or eliminate risk to existing buildings and  
2863 infrastructure using techniques such as retrofitting to strengthen the structural components of  
2864 buildings, elevating buildings above predicted flood levels, and expanding the capacity of culverts  
2865 and storm water facilities. Mitigation activities can also reduce risk to future development through  
2866 administrative and regulatory tools such as building codes, zoning, and planning mechanisms that  
2867 influence the location, timing, and methodology of new construction. Some communities are also  
2868 starting to look at housing resilience as part of ongoing community planning activities. One of the  
2869 greatest challenges is to incorporate the tools, resources, and specific actions that can make  
2870 communities more resilient.

## 2871 **Considerations**

2872 There is no “one size fits all” strategy for facilitating a disaster survivors’ return to permanent  
2873 housing. The size, location, and type of disaster play a very large role in defining the approach to  
2874 permanent housing. This section presents the key principles learned from past efforts to rehabilitate  
2875 and rebuild permanent housing. Permanent housing begins with individual and community decisions  
2876 on where and how to rebuild, which is a challenging task that often puts individual sense of place and  
2877 property ownership against the need for safety and long-term community viability. Ultimately,  
2878 permanent housing should be better built (more disaster resistant; more energy-efficient; more  
2879 accessible for those with disabilities and others with access and functional needs; and healthier),  
2880 more safely located, and more adequately insured than the housing it replaces.

### 2881 **▪ Rebuilding usually takes more time than people would like. Individuals need to prepare for** 2882 **this eventuality.**

2883 Homes that are structurally unsafe to inhabit following a disaster, for example, often require  
2884 more than two years to repair or to replace. In the best of situations, the process of obtaining  
2885 insurance funding or alternative financing, redesign or specifying the repairs to be made,  
2886 obtaining local building permits, soliciting and hiring a contractor, and the time for the contractor  
2887 to do the work can take a year or much longer, depending on the scope of the disaster. Especially  
2888 after a catastrophic disaster, this timeline can double or triple. Many factors can slow the pace of

2889 permanent housing recovery. These include community decisions about where and how to  
2890 rebuild, the need for property owners to obtain “gap” financing to afford the necessary repairs,  
2891 and the potentially scattered location of the owners. In the event of a catastrophic disaster, a  
2892 shortage of housing for construction workers in combination with a high demand for labor  
2893 complicates the problem.

2894 Local elected officials and case managers need to work closely with stakeholders and community  
2895 based organizations and the media to explain the realities of this long recovery process to the  
2896 public to establish and maintain reasonable expectations about how long it takes to achieve  
2897 permanent housing solutions when housing is destroyed.

2898 ■ **Individual and community preparedness before a disaster strikes is essential to post-**  
2899 **disaster housing recovery.**

2900 Permanent housing recovery rests on the decisions and actions of property owners both before  
2901 and after a disaster. Long before a disaster, homeowners, and landlords have already made  
2902 substantive decisions that will affect the ability and speed of their recovery based on the hazard,  
2903 flood, or earthquake insurance they have purchased. Inadequate insurance pre-disaster will  
2904 inevitably lead to a much longer timeline for rebuilding permanent housing.

2905 Communities can speed up disaster recovery if they have a solid plan to respond to the range of  
2906 potential disasters that could occur in their area. This includes assessing risk, including the threat,  
2907 vulnerability, and consequence of disasters that could occur. For example, if communities or  
2908 neighborhoods are located in known danger areas, such as floodplains along hurricane-vulnerable  
2909 coastlines, or near earthquake fault lines, they not only should have plans for evacuating  
2910 households and meeting short-term sheltering needs, but they should consider developing plans  
2911 that spell out relocation or rebuilding strategies in the event of a disaster. These discussions  
2912 should be integrated into existing community planning processes. In this way, the community can  
2913 make quicker decisions after a disaster on how and where to rebuild, which is directly tied to the  
2914 decision process for individuals. In addition, all levels of government should consider the  
2915 consequences of rebuilding in certain areas and should explore the benefits of establishing  
2916 guidelines for when government resources should not be used for rebuilding and when those  
2917 resources should support relocation. For example, chemical and other hazards may make the  
2918 area—or certain portions of a community—uninhabitable for extended periods of time. In other  
2919 cases, the area may be safe but public perceptions about potential unknown long-term health or  
2920 safety factors may make rebuilding unlikely.

2921 ■ **Repaired or replacement housing should be more resilient than the housing it replaces and**  
2922 **be adequately insured.**

2923 There are more than 126 million homes in the United States. To protect this valuable investment,  
2924 all levels of government should encourage property owners to adopt mitigation measures to make  
2925 existing homes more disaster resilient. A key step is to encourage individuals to implement  
2926 simple measures. For example, research shows that retrofits, such as installing hurricane shutters  
2927 or securing roof sheathing to trusses, or strengthening exterior doors, can significantly protect  
2928 homes from hurricane damage.

2929 Communities can also take actions to mitigate the effects of future disaster losses by establishing  
2930 appropriate building standards. To receive flood insurance, the National Flood Insurance  
2931 Program requires that homes experiencing more than 50-percent damage due to a disaster and  
2932 new homes built in a 100-year floodplain be elevated above locally adopted base flood  
2933 elevations. Many local governments have adopted building codes to ensure that new housing

2934 units are built to a standard that reflects the risks. Miami-Dade County in Florida, for example,  
2935 has one of the strongest building codes to protect against hurricane damage. Because of the  
2936 extended lifespan of most housing, communities must establish and update strong building codes  
2937 well before a disaster occurs.

2938 Local governments in high-risk areas should also implement local building codes requiring home  
2939 hardening as part of home renovations or maintenance. The extra expense of building homes to  
2940 be more hazard resistant may be offset by lower insurance premiums. Adequate insurance to  
2941 cover the risks associated with a specific location, including riders for flood or earthquake  
2942 coverage, are essential for expediting permanent housing recovery. In those areas determined by  
2943 insurance actuaries to be especially high risk, insurance premiums are often quite high. Property  
2944 owners also need to determine the levels of risk they are willing to accept. Because insurance is  
2945 the first and preferred resource for permanent recovery, local, state, tribal, territorial, and insular  
2946 area governments need to look for methods to encourage all residents to take appropriate care to  
2947 reduce their risk of damage while also having affordable replacement-value insurance coverage.

2948 ■ **Some interim housing options can become permanent housing.**

2949 While interim housing is strictly intended to provide temporary shelter for those displaced by a  
2950 disaster, some households may not need to move from their interim housing solution to achieve  
2951 permanent housing. For example, under some circumstances, selling a manufactured or modular  
2952 temporary home to a homeowner with the unit on their property or in a manufactured housing  
2953 community can serve as a permanent housing solution.

2954 ■ **Catastrophic incidents require substantial coordination and resources to achieve  
2955 permanent housing.**

2956 A catastrophic incident that affects a majority of the households in a large area limits the ability  
2957 and resources within that community or region to rebuild. For a catastrophic disaster, the place,  
2958 size, and type of disaster can significantly impact how long it takes for a community to decide  
2959 where and how to rebuild and to give its residents rebuilding guidance. This fosters individual  
2960 indecision on whether to rebuild or leave. Those choosing to stay and rebuild may find it difficult  
2961 to procure local resources to do the rebuilding and may, therefore, initially rely on manufactured,  
2962 modular, and panelized housing solutions. The state and Federal governments can assist and play  
2963 larger roles to support community rebuilding when a catastrophic disaster significantly affects a  
2964 large number of households or a high proportion of households in a county or state.

2965 ■ **Identifying clusters of permanent housing opportunities can speed and enhance recovery.**

2966 Identifying clusters of less-damaged properties or areas to more easily and more quickly rebuild  
2967 or build permanent housing can create a nucleus and catalyst for more permanent housing—a  
2968 positive snowballing effect. This is especially critical when it is hard for property owners to  
2969 decide whether or not to reinvest because they do not know if their neighbors will reinvest or  
2970 whether there will be adequate community services or social support services. Building out from  
2971 an area of strength, especially in areas that are relatively “safer” from a repeat incident, can  
2972 stimulate permanent housing recovery. This also can help the local community focus investment  
2973 in the public utilities infrastructure.

## 2974 Critical Tasks and Activities

### 2975 *Deliver Core Recovery Capabilities*

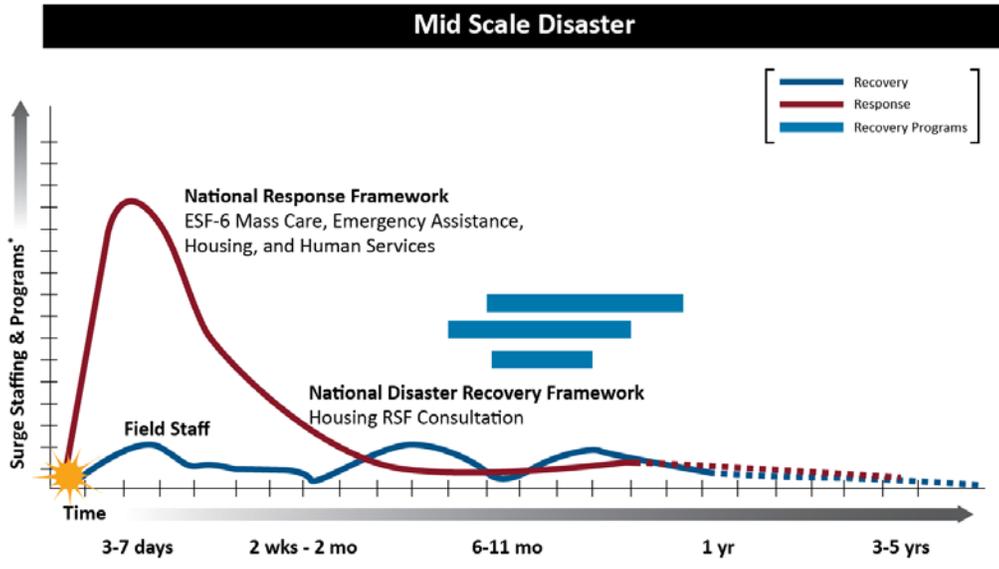
#### 2976 Capabilities and Outcomes

2977 The core recovery capability for Housing is the ability to implement long-term, permanent housing  
2978 solutions that effectively support the needs of the community and contribute to its sustainability and  
2979 resilience. Departments and agencies with expertise in long-term housing solutions work through this  
2980 RSF and in conjunction with State-led Disaster Housing Task Forces to achieve the following  
2981 outcomes:

- 2982 ▪ Coordinate housing resources that address local, state, and tribal disaster recovery housing needs.
- 2983 ▪ Integrate planning for current and post-disaster requirements into the organizations at the local  
2984 and state level that perform community planning and building code administration.
- 2985 ▪ Share research results related to the disaster recovery housing area.
- 2986 ▪ Share knowledge and expertise with state-led housing task forces to address disaster housing.
- 2987 ▪ Facilitate pre- and post-disaster interaction and problem solving among Federal agencies and  
2988 stakeholders with a focus on reconstructing permanent housing, including affordable and  
2989 accessible housing that incorporates resilience, sustainability, and mitigation measures.
- 2990 ▪ Provide technical assistance to local, state, tribal, territorial, and insular area authorities to  
2991 facilitate construction of housing that complies with local, state, tribal, territorial, insular area,  
2992 and national model building codes, including accessibility standards. Facilitate timely  
2993 construction of housing that complies with local, state, and national model building codes,  
2994 including accessibility standards.
- 2995 ▪ Provide technical assistance to local, state, tribal, territorial, and insular area authorities to  
2996 minimize loss of historic buildings and resources.
- 2997 ▪ Minimize loss of historic buildings and resources.

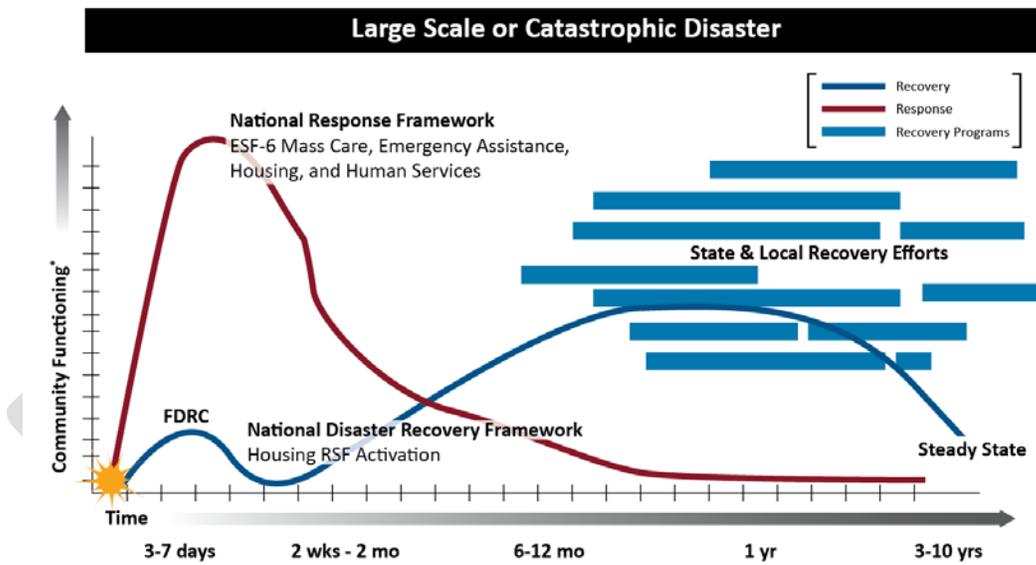
#### 2998 Scalability

2999 Support provided under the Housing RSF is scalable based on the type and magnitude of the disaster  
3000 and local, state, tribal, territorial, and insular area capabilities. Figures D-1 and D-2 provide an  
3001 overview of recovery activities to support a mid-scale disaster versus those required to support a  
3002 larger scale or catastrophic disaster. In a mid-scale disaster, field staff from RSF partner  
3003 organizations would address issues within their existing authorities and programs. There may be  
3004 consultation with the RSF partners to assess the situation and determine whether there are unmet  
3005 needs, and select programs may be used to address those needs. In a large-scale catastrophic disaster,  
3006 there would be full-scale activation of the Housing RSF to support local, state, tribal, territorial, and  
3007 insular area efforts, with programs potentially available to support long-term housing recovery  
3008 depending on existing or new funding and related authorities. This would also include deployment of  
3009 housing and community development experts from Housing RSF partners to help support recovery  
3010 efforts. Depending on the magnitude of the incident, long-term housing recovery may take from five  
3011 to ten years. In these catastrophic circumstances, there may be additional supplemental funding to  
3012 address unmet needs and support housing and community development.



3013

Figure D-1: Scalability for Recovery—Mid-Scale Disaster



3014

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

3015 **Delivery of Recovery Support**

3016 The Housing RSF will provide the tools, training, and technical assistance necessary to help local,  
 3017 state, tribal, territorial, and insular area governments address long-term housing challenges and  
 3018 implement permanent housing options consistent with housing needs across impacted communities.  
 3019 Support will be provided based on the areas with the greatest impacts to housing infrastructure and  
 3020 related housing support services. In particular, the Housing RSF will promote the development of  
 3021 sustainable and accessible mixed-income communities with a range of affordable housing options  
 3022 that maximize return of displaced households regardless of income or functional needs.

3023 These strategies should include links to employment, services, and transportation, which are critical  
 3024 to the sustainability and inclusiveness of post-disaster communities. This, coupled with a range of

3025 housing options and fair housing principles, will provide a platform for improved quality of life and a  
3026 stronger local housing market across the whole community. While household preferences may not  
3027 align in all cases with the location and type of these options, the Housing RSF will promote  
3028 processes that connect these household preferences with housing strategies to the extent feasible. In  
3029 situations where there are vacancies in existing Federal housing programs and displaced individuals  
3030 are eligible for these units under statutory or other requirements, Housing RSF partners will also  
3031 work with local, state, tribal, territorial, and insular area governments to make these resources  
3032 available.

3033 The Housing RSF will further assist local, state, tribal, territorial, and insular area governments to  
3034 manage expectations and develop realistic permanent housing options consistent with the above  
3035 principles that are in line with and linked to existing long-term community plans and processes.  
3036 Across all efforts, the Housing RSF will actively support local, state, tribal, territorial, and insular  
3037 area governments in their efforts to expedite development of permanent housing options within  
3038 existing statutory and regulatory authorities.

### 3039 *Pre-Disaster Planning*

3040 Communities make a wide range of land use, building code, transportation, and other development  
3041 decisions every day that affect disaster resilience and sustainability of their housing stock. Creating  
3042 resilient, sustainable housing means embracing a long-term perspective and risk awareness as part of  
3043 ongoing community development and planning. Questions should be raised about whether homes  
3044 should be built/rebuilt in a floodplain or if building codes should be revised to minimize vulnerability  
3045 to wildfires, earthquakes, or other natural hazards. Doing this effectively will allow communities to  
3046 better mitigate their current and future risks, diversify their economic base, and improve their overall  
3047 security through ongoing development activities. Incorporating resilience and sustainability into  
3048 communities, includes both understanding and acting on risks and recognizing community  
3049 vulnerabilities, and addressing these as part of community planning and development activities.

### 3050 **Understand and Act on Risks**

3051 A comprehensive risk assessment enables communities to pinpoint vulnerabilities and identify  
3052 actions that improve housing resilience and sustainability. While approaches vary, the four basic  
3053 components of a risk assessment are (1) identify hazards, (2) profile hazard events, (3) inventory  
3054 assets, and (4) estimate losses. This process measures the potential loss of life, personal injury,  
3055 economic injury, and property damage resulting from potential hazards by assessing the vulnerability  
3056 of people, buildings, and infrastructure. While many data sources and tools are available at various  
3057 levels of government, academia, and the private sector, several tools that communities use to conduct  
3058 multi-hazard risk assessments are provided online at <http://www.fema.gov>.



3059 **Figure D-3: Recognizing Community Vulnerabilities that Affect Housing**

3060 **Recognize Community Vulnerabilities**

3061 As part of a risk assessment, many underscore the importance of taking a more holistic approach,  
 3062 describing vulnerabilities as the intersection between the natural environment, social systems, and the  
 3063 built environment (see Figure D-3). This is especially true in terms of housing, where the choice of  
 3064 where to live is directly tied to the quality and availability of schools for children, access to health  
 3065 care, availability of good paying job, commuting time, the type of neighborhoods, access to social  
 3066 services, places of worship, and other choices that form the fabric of people's lives and community.  
 3067 This more holistic approach is a key focus of the Community and Regional Resilience Initiative  
 3068 (CARRI), which is underway in Gulfport, Mississippi; Charleston, South Carolina; and Memphis,  
 3069 Tennessee.<sup>8</sup> The CARRI project assembled the following descriptions to help communities think  
 3070 more broadly about the full range vulnerabilities:

- 3071 ■ **Natural Environment.** The most obvious factor contributing to community vulnerability is  
 3072 location or proximity to hazard-prone areas, such as coasts, floodplains, seismic zones, or  
 3073 potential contamination sites. The characteristics of the incident (magnitude, duration, frequency,  
 3074 impact, and rapidity of onset) define the physical vulnerabilities of places. Considerable research  
 3075 has focused on the delineation and probability of physical exposure using a combination of  
 3076 statistical and geographic information system-based modeling approaches. Plume exposure  
 3077 models for hazardous contaminants, storm surge models, numerically based hurricane wind  
 3078 forecasting, and probabilistic as well as deterministic seismic risk approaches also represent  
 3079 advances in understanding vulnerability and likely exposure.
- 3080 ■ **Built Environment.** The vulnerability of the built environment is also related to location and  
 3081 proximity to the source of the hazard. Poorly constructed buildings, inadequately maintained  
 3082 public infrastructure, commercial and industrial development, and certain types of housing stock  
 3083 all enhance the vulnerability of the built environment in communities. The density of the built  
 3084 environment is another contributing factor, as there is greater exposure and potential for damage.  
 3085 Public infrastructure and lifelines are especially critical as the loss of these assets may place

<sup>8</sup> Community and Regional Resilience: Perspectives from Hazards, Disasters, and Emergency Management. Susan L. Cutter, Lindsey Barnes, Melissa Berry, Christopher Burton, Elijah Evans, Eric Tate, and Jennifer Webb, Hazards and Vulnerability Research Institute, Department of Geography University of South Carolina, Columbia, South Carolina. Part of Oak Ridge National Laboratory's CARRI, which is a congressionally funded Southeast Region Research Initiative.

3086 significant financial burden on those that lack the resources to rebuild. Equally important is the  
3087 economic health of the community. Communities with a diversified economy are more resilient.

3088 ■ **Social Systems.** Some demographic and social characteristics make communities more  
3089 vulnerable than others. Key factors include age, gender, race, acute medical needs,  
3090 socioeconomic status, individuals with disabilities and others with access or functional needs,  
3091 persons with LEP, immigrants, and seasonal tourists. The social vulnerability of communities can  
3092 be tied to inequalities, which affect access to resources and information, the ability to absorb the  
3093 impacts of hazards and disasters without governmental interventions, and housing choices and  
3094 location.

### 3095 **Effectively Communicate Risk**

3096 Effective risk communication can help reduce public misunderstanding of risk and address deep-  
3097 rooted denial that many do not want to believe that their community will experience a disaster. Social  
3098 science tools and resources can help communities define and overcome existing barriers to  
3099 effectively communicate and manage risk. Examples include products such as the “Risk Behavior  
3100 and Risk Communication: Synthesis and Expert Interviews Report,” which is a comprehensive  
3101 literature review and compendium of expert advice, identifying key risk communication issues and  
3102 recommendations for practitioners based on years of disaster recovery research.<sup>9</sup>

### 3103 **Support that Housing RSF Partners Can Provide**

3104 Housing RSF member agencies will participate in pre-disaster planning activities with local, state,  
3105 tribal, and territorial governments. This will be done in coordination with State-led Disaster Housing  
3106 Task Forces. Pre-disaster activities will focus on information sharing, technical assistance, and  
3107 coordination across partners.

3108 ■ **Information.** Housing RSF agencies will develop housing recovery resource materials for local,  
3109 state, and Federal partners. The Housing RSF Coordinating Agency will educate local, state,  
3110 tribal, territorial, and Federal partners on roles and responsibilities under the NDRF and Housing  
3111 RSF.

3112 ■ **Technical Assistance.** Housing RSF agencies will partner with local, state, tribal, territorial, and  
3113 insular area entities to identify strategies and options that address a broad range of permanent  
3114 housing issues, such as those dealing with planning, zoning, design, logistics, codes, and  
3115 financing. Primary Agencies and Supporting Organizations will provide technical assistance on  
3116 permanent housing strategies including affordable housing that incorporates the principles of  
3117 accessibility, sustainability, inclusiveness, resilience, and mitigation.

3118 ■ **Coordination.** The Housing RSF Coordinating Agency will link Housing RSF partner agencies  
3119 to the State-led Disaster Housing Task Force or other disaster housing coordinating group at the  
3120 local, state, tribal, territorial, and insular area government levels. Coordination should include  
3121 joint state level meetings, after-action reviews, identification of recovery support gaps ahead of  
3122 disasters, how RSF partners can fill housing recovery gaps post-disaster, and other initiatives  
3123 aimed at improving the effectiveness of permanent housing recovery efforts. The Housing RSF  
3124 will encourage and support planning for post-disaster permanent housing requirements by the  
3125 local, state, tribal, territorial, and insular area entities that lead local community planning and  
3126 development and address housing needs, land use, and building code administration.

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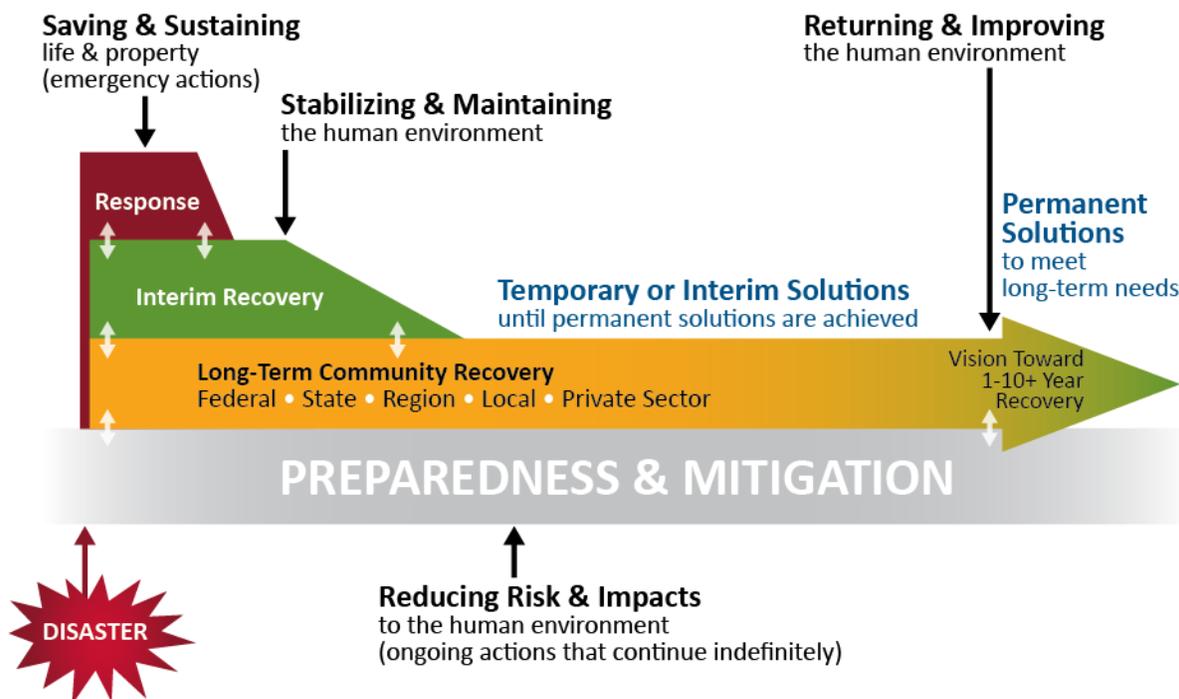
<sup>9</sup> The report can be found at [http://www.csc.noaa.gov/digitalcoast/\\_/pdf/risk-behavior-communication-report.pdf](http://www.csc.noaa.gov/digitalcoast/_/pdf/risk-behavior-communication-report.pdf).

3127 Pre-disaster coordination activities will clarify what support local, state, tribal, territorial, and insular  
 3128 area entities need from the Housing RSF post-disaster, define how this support will be functionally  
 3129 linked to local, state, tribal, territorial, and insular area government efforts, and establish information  
 3130 sharing and communication protocols. This coordination and planning should yield options for  
 3131 providing or developing permanent housing across local, state, tribal, territorial, insular area, and  
 3132 Federal programs, and other housing and construction industry groups.

3133 **Post-disaster Activities**

3134 After a disaster, the Housing RSF may be activated to provide a range of coordination and technical  
 3135 assistance support to local, state, tribal, and territorial, governments consistent with the mission and  
 3136 pre-disaster planning efforts of the RSF. The steps, parameters, and core services of Housing RSF  
 3137 activation post-disaster are outlined in this section.

3138 In many cases interim housing efforts conducted under the NRF will still be underway, as the  
 3139 Housing RSF convenes and starts to work with local, state, tribal, territorial, and insular area partners  
 3140 to help to identify long-term housing needs (see Figure D-4).



3141 **Figure D-4: Disaster Response and Recovery**

3142 The Housing RSF will support the overall timeline for Federal support, which is discussed in the  
 3143 FIOP (see Figure D-5).

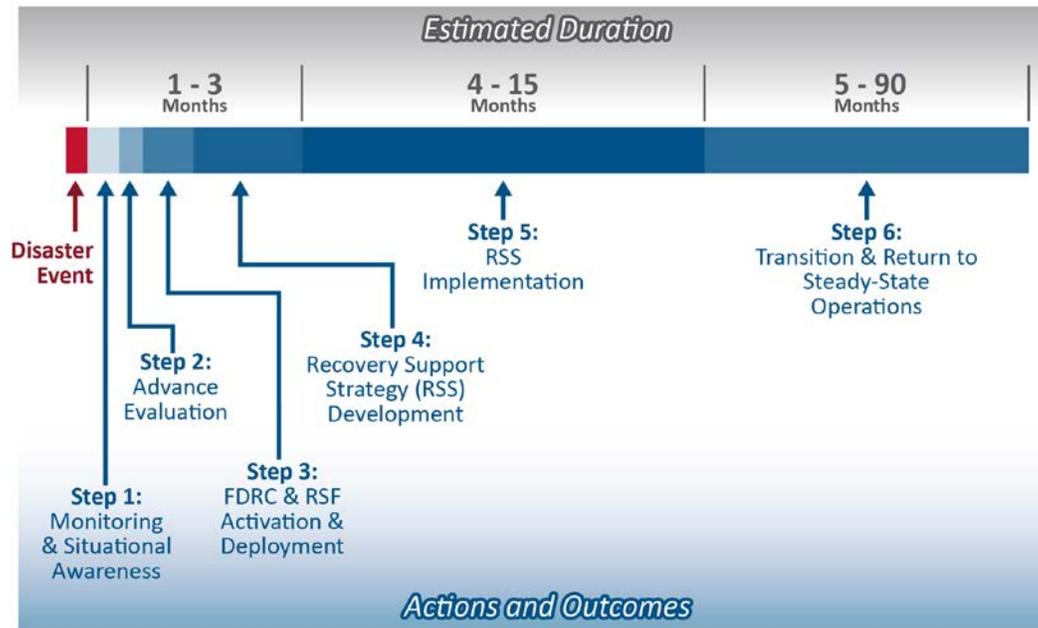


Figure D-5: FDRS-Timeline Example

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3145 Housing RSF post-disaster activities include the following five steps: (1) convene RSF, (2) identify  
3146 priorities and conduct assessment (as needed), (3) coordinate with partners, (4) identify available  
3147 resources, and (5) provide technical assistance. These are discussed in more detail below.

### 3148 **Convening the Housing Recovery Support Function**

3149 The FEMA FDRS, in consultation with the National Housing RSF Coordinator, will determine if the  
3150 Housing RSF should be activated post disaster. This would typically be done following large-scale  
3151 and catastrophic disasters that result in Presidential Disaster Declarations calling for IA and  
3152 activation of ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services)  
3153 to address displacement due to damaged or destroyed housing.

3154 The nature and scale of the Housing RSF activation would depend on the housing recovery needs  
3155 identified in collaboration with Housing RSF partners and local, state, tribal, and territorial  
3156 governments. The Housing RSF should not be activated before there is sufficient information to  
3157 identify preliminary housing recovery needs and potential service gaps.<sup>10</sup> The time required for this  
3158 information to become readily available will vary by disaster. As a general parameter, the Housing  
3159 RSF would not be activated until two or more weeks after the disaster.

3160 After activation, the National Housing RSF Coordinator will convene a National Housing RSF  
3161 kickoff meeting with all RSF partners and designate a Field Coordinator. In support, the Housing  
3162 RSF Field Coordinator will reach out to state level Housing RSF agencies and convene an initial  
3163 meeting between Housing RSF agencies and the housing recovery Coordinating Agency established  
3164 by the state or territory.

3165 The primary task of the Housing RSF is to collaborate with and work under the umbrella of the  
3166 FDRS to support state or territorial level housing task forces established to lead community-based  
3167 housing recovery efforts. It is imperative that all Housing RSF activities be aligned with local, state,

<sup>10</sup> The Housing RSF is unique in that an ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) is responsible for interim housing, which constitutes the “intermediate recovery” phase.

3168 tribal, and territorial government requests for assistance as well as support efforts to implement  
3169 housing recovery strategies across these divisions of government.

3170 This will be accomplished through the following coordination activities:

- 3171 ▪ Housing RSF participation in state or territorial level housing task force meetings;
- 3172 ▪ Collaboration to identify priorities and gaps to support long-term housing recovery;
- 3173 ▪ Collaboration on defining Housing RSF activities to support local, state, tribal, and territorial  
3174 governments in implementing housing recovery options; and
- 3175 ▪ Joint planning, technical assistance, and training efforts.

3176 In addition to meetings with state and territorial housing recovery task forces, regular RSF meetings  
3177 will be used to initiate and facilitate internal information sharing and problem solving regarding  
3178 member agencies' ability to support the specific recovery needs of impacted communities.

3179 The Housing RSF will work with state and territorial recovery task forces to identify where available  
3180 projects and programs do not meet recovery-related needs. When unmet needs are identified, and  
3181 Housing RSF agencies are unable to address gaps, the Housing RSF Field Coordinator will seek  
3182 resolution through the FDRC and request assistance from the National RSF Coordinator.

3183 For most disasters, coordination and services under the Housing RSF can be handled remotely across  
3184 local, state, tribal, territorial, and Federal partners. However, in instances where the scale  
3185 overwhelms local, state, tribal and territorial resources a combination of on-site and remote activities  
3186 may be necessary. The level and location of activation will be determined by the National Housing  
3187 RSF in consultation with the FDRC and local, state, tribal, territorial and insular area partners.

3188 Execution of an MA with the Housing RSF Coordinating Agency, Primary Agencies or Supporting  
3189 Organizations would depend on the extent to which post-disaster roles and responsibilities require  
3190 staff augmentation or funding for travel, per diem and overtime. The need for an MA from FEMA  
3191 across coordinating, primary, or support Federal agencies for either activation type could be triggered  
3192 by any one of the following:

- 3193 ▪ The extent to which Housing RSF partners are unable to provide assistance under normal agency  
3194 operations and staff are re-aligned to support the impacted area (this includes bringing in  
3195 additional staff from other states or regions);
- 3196 ▪ The expectation that an engagement will be long-term or protracted and require extensive staff  
3197 time and involvement;
- 3198 ▪ The location of the FEMA JFO and/or highly impacted areas creates the need for travel funding;  
3199 and
- 3200 ▪ The scale of the disaster necessitates long-term on-site engagement of Federal staff that triggers  
3201 per diem and other support needs (e.g., equipment, rental cars).

3202 MA functions will be defined through consultation between the Housing RSF Coordinating Agency  
3203 and Primary Agencies or Supporting Organizations and draw on requests for support articulated by  
3204 local, state, tribal, territorial, and insular area governments during mission scoping processes.  
3205 Budgets will be separately negotiated by each agency with FEMA.

### 3206 **Identify Priorities and Conduct Assessments**

3207 The Housing RSF will support the State-led Disaster Housing Task Force to discuss housing impacts  
3208 and housing recovery issues following activation of the Housing RSF. This meeting should also

3209 include stakeholders, housing providers, and housing industry groups (developers, funders) that can  
3210 provide information on impacts and needs to the hardest hit areas. Information will include, but is not  
3211 limited to, current information on the scale of housing impacts, highly impacted communities in the  
3212 state, capacity of highly impacted areas to implement housing recovery efforts, extent to which local,  
3213 state, tribal, territorial and insular area resources are able to manage these impacts over the short- and  
3214 long-term, and resource gaps that need to be addressed.

3215 After activation, HUD will request information across all RSF partners on impacts to programs and  
3216 resources. FEMA will provide the Housing RSF with available data regarding initial housing impacts  
3217 and provision of short-term and interim housing under the NRF. This would include a summary and  
3218 ongoing updates on Preliminary Damage Assessments, IA applications, Direct Housing Operations,  
3219 and provision of PA.

### 3220 *Mission Scoping Assessment and Recovery Support Strategy*

3221 The Housing RSF will provide an MSA to the FDRC that summarizes (1) existing data on housing  
3222 impacts for that specific disaster; (2) local, state, tribal, territorial, and insular area initial priorities  
3223 and needs related to long-term housing recovery; and (3) recommendations for how the housing RSF  
3224 can help support development of the RSS.

3225 ■ **Existing Data on Housing Impacts.** The Housing RSF will request existing data on housing  
3226 impacts within the impacted area from all RSF partner organizations. This will include the short-  
3227 term and interim housing efforts led by FEMA, Disaster Loans provided by the SBA, impacts to  
3228 Federally assisted housing supported by the USDA, HUD, VA, and others, as well as impacts to  
3229 housing-related support services provided by nongovernmental organizations and other housing  
3230 partners. Information on impacts to housing and displaced families will become more accurate  
3231 and evolve over time as recovery efforts unfold. This initial assessment will be used as a point-in-  
3232 time snapshot to help inform long-term recovery efforts and will be updated as needed.

3233 ■ **Identifying Initial Priorities for Long-Term Housing Recovery.** The Housing RSF will work  
3234 with local, state, tribal, territorial, and insular area partners to help identify potential long-term  
3235 recovery issues based on the RSF objectives to (1) strengthen the housing market, (2) ensure  
3236 adequate affordable rental housing, (3) use housing to improve quality of life (including access to  
3237 pet-friendly housing), (4) build sustainable inclusive communities (including accessible housing  
3238 for individuals with disabilities and others with access and functional needs), and (5) increase the  
3239 use of mitigation measures to improve resilience of housing stock. Local, state, tribal, territorial,  
3240 and insular area priorities for long-term housing recovery will evolve over time. This initial  
3241 assessment will help us link Federal support to key local, state, tribal, territorial, and insular area  
3242 needs and provide recommendations on how the Housing RSF can best support local and state  
3243 housing recovery. The Housing RSF will monitor and update local, state, tribal, territorial, and  
3244 insular area priorities as recovery evolves. Depending on the scope and scale of the disaster,  
3245 priorities may be identified through meetings with housing partners, focus groups with key  
3246 housing partners, or other means.

3247 ■ **Recommendations for Housing RSF Support.** The Housing RSF will also make  
3248 recommendations for follow-on activities. This could include a follow-on MA to support  
3249 development of a Federal RSS or a recommendation for deactivation, if appropriate. Based on  
3250 local, state, tribal, territorial, and insular area priorities, recommendations for a follow-on MA  
3251 may include short-term deployment of a small team of housing and community experts to support  
3252 local, state, tribal, territorial, and insular area housing recovery efforts and may outline tasks or  
3253 deliverables based on Housing RSF capabilities.

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#### 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.
- Cataloging existing programs and resources 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.

#### 3273 *Support for Highly Impacted Communities*

3274 If the MSA identified highly impacted communities that require on-site coordination and technical  
3275 assistance, the Housing RSF would collaborate with local, state, tribal, territorial, and insular area  
3276 officials to convene stakeholder meetings in these areas to align Housing RSF technical assistance  
3277 and available resources with community recovery needs. This would be closely coordinated with the  
3278 State-led Disaster Housing Task Force (or other groups designated by the state) and FEMA. If  
3279 widespread areas are impacted, meetings may be convened at the state or regional level based on  
3280 available resources.

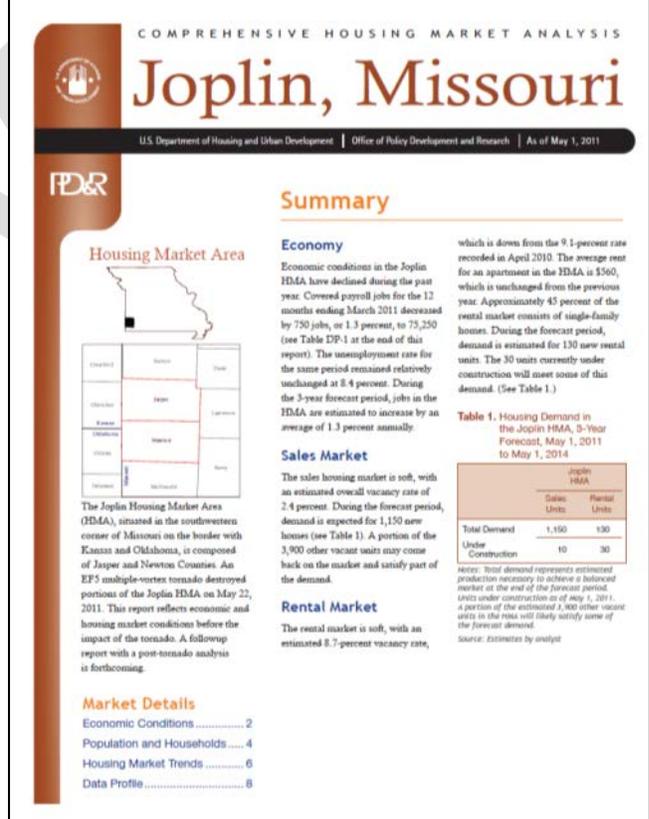
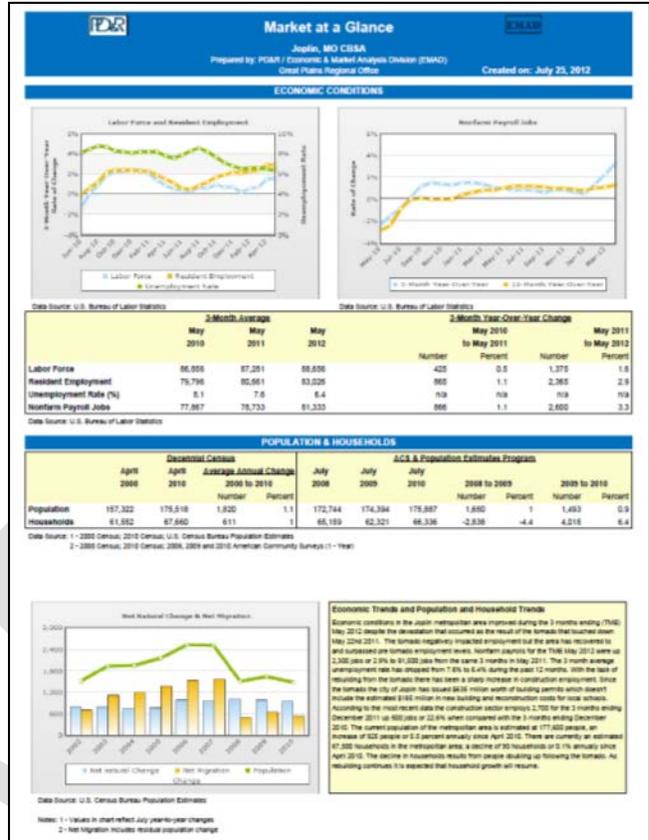
3281 FEMA will provide updates as additional data is received from new or ongoing damage assessment  
3282 processes and IA applicants over the term of the Housing RSF activation to inform emerging housing  
3283 needs. All information would be provided in summary form but should be organized by local  
3284 governments impacted by the disaster or by some other meaningful cluster. Individual level data is  
3285 not necessary unless long-term housing market or Unmet Needs Assessments are requested, which  
3286 will be described later in this section.

#### 3287 *Discussion of Market and Unmet Needs Assessments*

3288 For large-scale disasters that produce catastrophic damages across numerous housing markets, the  
3289 Housing RSF may also provide quantitative assessments. These assessments are long-term products  
3290 ranging from snapshots of the housing market, to comprehensive market assessments, to an  
3291 assessment of unmet needs. Unmet Needs Assessments require additional data regarding damages,  
3292 SBA loans, insurance, and IA claims that are frequently not accurate until months after the disaster.  
3293 These assessments are most relevant to long-term planning efforts at the state and territorial level  
3294 where they can be used to plan activities starting 12 months or more post-disaster.

3295 **Market at a Glance Reports**  
 3296 Field economists under the Housing RSF can  
 3297 prepare a baseline Market-at-a-Glance report  
 3298 summarizing economic, demographic, and  
 3299 housing market conditions in the affected area.  
 3300 The baseline estimates portray conditions and  
 3301 trends in the area leading up to the incident and  
 3302 are generally produced in two to three weeks,  
 3303 depending on the size and complexity of the  
 3304 disaster area. Market-at-a-Glance reports are  
 3305 more complete and accurate in metropolitan  
 3306 areas and larger counties where data are more  
 3307 readily available. Economists prepare updated  
 3308 Market-at-a-Glance reports each quarter  
 3309 following the baseline report to track recovery  
 3310 of the local economy and housing market. The  
 3311 report provides a concise and easily accessible  
 3312 tool for local planners and potential developers  
 3313 to track employment, population, and housing  
 3314 inventory change to determine the area's need  
 3315 for specific quantities and types, and sales and  
 3316 rental housing during the recovery period.

3317 **Comprehensive Housing Market Analysis**  
 3318 **Reports**  
 3319 Following a field investigation to the affected  
 3320 area, field economists can prepare a baseline  
 3321 Comprehensive Housing Market Analysis report  
 3322 that provides an in-depth view of the area  
 3323 economy and housing market as of the  
 3324 beginning of the month in which the incident  
 3325 occurred. The report includes current counts and  
 3326 estimates of employment, population,  
 3327 households, and housing inventory and provides  
 3328 recent trends in these variables leading into the  
 3329 incident. The economists develop a factual  
 3330 framework based on local data developed during  
 3331 the field investigation, as well as data from  
 3332 regional and national sources. The baseline  
 3333 Comprehensive Housing Market Analysis is  
 3334 prepared over a four to six month period of  
 3335 analysis, writing, and editing before publication.  
 3336 When HUD and FEMA agree that the area has  
 3337 reached a sufficient level of recovery, field  
 3338 economists prepare an updated (post-recovery)  
 3339 Comprehensive Housing Market Analysis  
 3340 report. The updated report provides the current  
 3341 counts and estimates of the variables included in



3342 the baseline report, three-year forecasts of the major variables, and quantitative and qualitative  
3343 demand forecasts for sales and rental housing. The factual information, findings, and conclusions of  
3344 the baseline and updated reports are useful to builders, mortgagees, and others concerned with local  
3345 housing market conditions and trends.

### 3346 *Unmet Needs Assessments*

3347 In contrast, unmet housing needs assessments available under the Housing RSF can provide state and  
3348 county level unmet housing needs for both urban and rural areas. An Unmet Needs Assessment can  
3349 be provided in table format depicting key data or, if needed, a more in-depth detailed narrative report  
3350 can be produced. The Unmet Needs Assessment is based on registration information from disaster  
3351 survivors (and provided to HUD by FEMA and the SBA) as part of the assistance process and  
3352 considers the availability of insurance, loans, and Federal assistance. The difference between  
3353 resources available and the cost to repair the damaged housing is used to calculate the unmet housing  
3354 need. Unmet Needs Assessments are used to inform the process of Congressional post-disaster  
3355 supplemental appropriations to the CDBG program, which may include funding for unmet  
3356 infrastructure and business losses. They may also contribute to local, state, tribal, territorial and  
3357 insular area decisions. HUD uses this assessment to allocate supplemental CDBG appropriations  
3358 among affected jurisdictions. The Unmet Needs Assessment summary tables can be produced by the  
3359 Housing RSF approximately six to eight months following a disaster, depending on the availability of  
3360 disaster assistance data.<sup>11</sup> A more detailed narrative report can be provided in 12 – 16 months, if  
3361 needed.

### 3362 **Coordination with Partners**

3363 Maintaining ongoing communication and information sharing with relevant local, state, tribal,  
3364 territorial, and insular area governments, as well as the private sector, nonprofit, and community-  
3365 based partners is a crucial element of all Housing RSF actions. In keeping with the principles of the  
3366 NDRF, this RSF is designed to support the local communities in charge of the recovery process. As  
3367 such, any information produced or gathered by this RSF will be shared with local, state, tribal,  
3368 territorial, and insular area governments and private sector, nonprofit, and community-based partners  
3369 to the greatest extent possible under the laws. Once activated, the Coordinating and Primary Agency  
3370 Federal partners of the Housing RSF will designate a point of contact based either locally at a field  
3371 office or remotely to handle any information requests that may arise during recovery.

3372 Based on the scope and magnitude of the disaster, RSF members will host regular in-person meetings  
3373 or conference calls with identified stakeholders during the post-disaster recovery process. As  
3374 required, these meetings will typically include representatives from local, state, tribal, territorial,  
3375 insular area, and Federal Government departments and agencies, as well as local, state, tribal,  
3376 territorial, and insular area housing and community development partners with an interest in the  
3377 impacted area.

3378 These meetings will serve as a forum for discussing “next steps” in the courses of action taken by the  
3379 Housing RSF, which is described below. Additionally, the meetings will allow concerns, questions,  
3380 and comments raised by infrastructure stakeholders to be discussed and resolved in a transparent  
3381 fashion.

3382 The following table describes key national- and state- coordination structures and groups to support  
3383 long-term housing recovery.

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<sup>11</sup> The analysis and tables can be produced within 60 days of the availability of data. Disaster Assistance data from FEMA and SBA is typically available 30–90 days following closure of the registration process.

3384

Table D–2: Key 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>

3385 **Identify Available Resources**

3386 The Housing RSF will catalogue and share potential housing recovery resources across Housing RSF  
 3387 partners for addressing unmet housing needs and provide this to local, state, tribal, territorial, and  
 3388 insular area governments. Core Housing RSF resources and services that may be available to address  
 3389 needs and support housing recovery efforts include the following:

- 3390 ▪ **Affordable housing resources:** Work with Federal Housing Partners, housing nongovernmental  
 3391 organizations, and other housing industry groups to input vacancies into existing FEMA or state  
 3392 housing data bases for use by FEMA, state or local case workers, and Long-Term Recovery

- 3393 Committees to house low-income households. Assess impacts to Federally assisted housing  
 3394 stock, determine extent of displacement, and re-connect displaced households to pre-disaster  
 3395 subsidy programs or other assistance if available. Provide assistance to help local and state  
 3396 housing partners return to normal operations—this may include helping to address issues raised  
 3397 by Public Housing Authorities, multifamily property owners/managers, or housing grantees.
- 3398 ▪ **Information on available funding:** Catalogue and share potential housing recovery resources  
 3399 across Housing RSF partners for addressing unmet housing needs. Identify Federal programs that  
 3400 can be leveraged to fund long-term housing solutions and sustain the local capacities needed to  
 3401 implement and manage the recovery effort.
  - 3402 ▪ **Mortgage relief:** Grant moratoriums on foreclosures of Federally insured loans and recommend  
 3403 that loan servicers take such actions as special forbearances, loan modifications, refinancing, and  
 3404 waivers of late charges.
  - 3405 ▪ **Mortgage insurance:** Work with lenders to make mortgage insurance available for rebuilding or  
 3406 buying homes.
  - 3407 ▪ **Re-allocation of funding for disaster relief:** Grant states and communities the ability to re-  
 3408 allocate certain existing Federal resources for housing recovery efforts where allowed by statute.
  - 3409 ▪ **Fair housing:** Ensure equal access to housing regardless of race, religion, sex, national origin,  
 3410 disability, and familial status.
- 3411 The initial state-level stakeholder meeting is used to provide information for the mission scoping  
 3412 report. As follow-on to that effort, the on-site housing recovery reviews across local stakeholders,  
 3413 evolving FEMA data from ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and  
 3414 Human Services), state level understandings of macro needs, and available housing recovery  
 3415 resources will form the basis for the Housing RSF component of the RSS Report. The Housing RSF  
 3416 will submit the RSS to the FDRC after identification of needs and resources is completed.
- 3417 **Provide Technical Assistance**
- 3418 The Housing RSF will coordinate provision of technical assistance and training to local, state, tribal,  
 3419 territorial, and insular area governments based on critical issues, such as those listed below, identified  
 3420 by partners during state level and on-site reviews.
- 3421 ▪ Mixed-finance approaches to housing development and other community development finance  
 3422 tools
  - 3423 ▪ Models for creating sustainable, accessible, inclusive, and mixed-income communities
  - 3424 ▪ Mortgage underwriting resources for developing single family homeownership and multi-family  
 3425 rental units
  - 3426 ▪ Linking FEMA, local, state, tribal, territorial, and insular area housing recovery planning efforts  
 3427 to existing Federal or community supported planning processes in impacted communities (e.g.,  
 3428 consolidated and annual plans and zoning and land-use plans)
  - 3429 ▪ Other capacities needed by state, territorial, tribal, and local partners in the public, private, and  
 3430 nonprofit sectors to continue planning, implementing, managing, and sustaining their housing  
 3431 recovery effort

## 3432 *Transition to Steady State*

3433 During this step, interim housing assistance is likely continuing, while long-term housing solutions  
3434 are being implemented and monitored. Local, state, tribal, territorial, and insular area governments  
3435 should now have recovery plan(s) finalized and sufficient capacities to implement and manage long-  
3436 term housing recovery strategies. By this time, the Housing RSF should

- 3437 ▪ Complete transitioning of support activities to applicable Federal steady state programs and  
3438 local/regional offices, especially in the areas of ongoing implementation support and monitoring;
- 3439 ▪ Complete full demobilization of RSF field-based staff as their roles and activities are transitioned  
3440 to Federal and local/regional offices administering ongoing programs; and
- 3441 ▪ Complete final JFO-based RSF activities reporting to the FDRC and other Federal leadership.

3442 Federal and local/regional offices administering ongoing programs in or near the disaster region will  
3443 provide ongoing recovery support when needed, including the following:

- 3444 ▪ Project-based support
- 3445 ▪ Compliance support
- 3446 ▪ Recovery financing technical assistance
- 3447 ▪ Ongoing resource allocation/coordination
- 3448 ▪ Guidance on measuring recovery progress
- 3449 ▪ Coordination of adjustment to assistance programs and processes.

3450 At the national level, the Housing RSF will coordinate with other RSFs to

- 3451 ▪ Monitor recovery progress and coordinate with regional Federal staff responsible for  
3452 implementation support;
- 3453 ▪ Respond to any recovery problems, which may involve recommending additional resources  
3454 and/or making adjustments to recovery assistance programs, policies, or processes; and
- 3455 ▪ Share lessons learned, best practices, and recovery tools.

## 3456 **Roles and Capabilities**

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### 3457 *Recovery Authority and Funding*

3458 The NDRF is not intended to increase overall Federal agency activity in support of recovery planning  
3459 during steady state. Federal agencies with NDRF roles, responsibilities, and recovery programs will  
3460 fund the costs of these activities out of their base budgets and staffing levels, which are subject to  
3461 available resources, except for those expenses authorized for reimbursement under the Stafford Act  
3462 or otherwise provided by law. This may include other mechanisms for reimbursement (e.g., Economy  
3463 Act), supplemental appropriations, and/or increased direct appropriations. Existing Federal programs  
3464 can be leveraged to support recovery operations only to the extent of the authority and appropriations  
3465 for those programs. Nothing in the NDRF alters or impedes the ability of local, state, tribal,  
3466 territorial, or Federal departments and agencies to carry out their specific authorities or perform their  
3467 responsibilities under all applicable laws, executive orders, and directives.

3468 **Roles of Housing RSF Partners**

3469 The following tables describes the roles of the Federal agencies and national nonprofit organizations  
 3470 that comprise the Housing RSF.

3471 **Table D–3: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
Department of Housing and Urban Development	<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> </ul> </li> <li>▪ Following a Major Presidential 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>

3472

Table D–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 Multi-Agency 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</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 D–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 (Community Planning and Capacity Building)</li> <li>• FEMA is the lead agency for the National Housing Task Force for coordinating post-disaster housing assistance.</li> </ul> </li> </ul>

3473

Table D-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 non-profit 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>

3474 **Local, State, Tribal, Territorial, Insular Area, Private Sector, and Nonprofit Partners**

3475 Below is a list of local, state, tribal, territorial, and insular area government agencies, departments, or  
 3476 offices that may be critical for the Housing RSF to engage. These local, state, tribal, territorial, and  
 3477 insular area public sector partners hold authorities, expertise, and resources that make them  
 3478 indispensable to housing recovery. This list is not exhaustive.

3479 **Table D–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 Section 8 and homeless assistance, HFAs administer a wide range of affordable housing and community development programs.

Public Sector Partners	Partners' Resources and Expertise
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.
Building Departments	Local, state, tribal, territorial, and insular area building departments provide expertise in building codes and safe building practices. They play a key role in the compliance, permitting, and enforcement of building construction.
Public Works Departments	Public works departments provide services in solid waste management and keep the streets and public spaces safe and clean. These departments are equipped with vehicle fleet capability.
Health and Social Services Departments	These departments coordinate recovery efforts with the H&SS RSF or equivalent.

3480 Below is a list of key private sector and nonprofit partners outside of the existing RSF Primary  
 3481 Agencies and Supporting Organizations. The list is not exhaustive. Many of these partners also  
 3482 operate regional, state, or local offices, programs or affiliates, or they know of such independent  
 3483 counterparts. Together, these partners represent a full range of expertise and financial, technical,  
 3484 material, and other resources necessary to housing and community planning and designing, repairs  
 3485 and reconstruction, financing, and development.

3486 **Table D-7: Private Sector and Nonprofit Partners, Resources, and Expertise**

Private and Nonprofit Partners	Partners' Resources and Expertise
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.

Private and Nonprofit Partners	Partners' Resources and Expertise
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.
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.

Private and Nonprofit Partners	Partners' Resources and Expertise
Urban Land Institute	The Urban Land Institute is a resource for responsible use of land and the creation/sustainability of thriving communities. It has more than 37,000 members worldwide representing the entire spectrum of land use and real estate development disciplines in private enterprise and public service. The Urban Land Institute can provide expertise on planning, developing, and redeveloping neighborhoods, business districts and communities.
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.

## 3487 Related Resources

3488 This Annex should be used in tandem with the NDRF, which describes how the six RSFs work to  
 3489 support long-term recovery. Below are additional resources for housing and community  
 3490 development:

- 3491 ▪ Planning for Post-Disaster Recovery and Reconstruction, American Planning Association.  
 3492 (<https://www.planning.org/research/postdisaster/>)
- 3493 ▪ Hazard Mitigation: Integrating Best Practices into Planning, American Planning Association.  
 3494 (<http://www.planning.org/research/hazards/index.htm>)
- 3495 ▪ Community Planning and Development Maps (CPD Maps), HUD. This planning tool offers  
 3496 extensive place-based data in a user-friendly online mapping application. CPD Maps allows users  
 3497 to search, query, and display information by census tract to better understand their affordable  
 3498 housing and community development needs. CPD Maps can help to facilitate dialogue, set  
 3499 priorities, and target limited resources to accomplish community development and affordable  
 3500 housing goals. (<http://www.hud.gov/offices/cpd/about/conplan/cpdmaps/index.cfm>)
- 3501 ▪ CDBG Disaster Recovery Training, HUD. These online training materials include sessions on  
 3502 management of disaster recovery grants, risk analysis and monitoring, use of the Disaster  
 3503 Recovery Grant Reporting system, and program requirements and regulations (e.g., Davis-Bacon  
 3504 Act, Fair Housing Act, Environmental Compliance, and Uniform Relocation Act). This Web site

- 3505 also provides videos of grantees discussing how they addressed key long-term recovery issues.  
3506 ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/comm\\_planning/communitydevelop](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/drsi/training22012)  
3507 [ment/programs/drsi/training22012](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/drsi/training22012))
- 3508 ■ Sustainable Communities Resource Center, HUD. The online resources center provides resources  
3509 on rural, tribal, and small town sustainability, housing and transportation choice, economic  
3510 competitiveness, green building, regional planning, and healthy communities.  
3511 (<http://www.huduser.org/portal/sustainability/resources.html>)
  - 3512 ■ National Disaster Housing Strategy, FEMA and HUD. The strategy summarizes sheltering and  
3513 housing capabilities, principles, and policies that guide and inform the disaster housing assistance  
3514 process. The strategy also charts the direction that disaster housing efforts have taken to better  
3515 meet the disaster housing needs of individuals and communities. ([http://www.fema.gov/housing-](http://www.fema.gov/housing-resources)  
3516 [resources](http://www.fema.gov/housing-resources))
  - 3517 ■ National Disaster Housing Task Force Practitioner Guide, FEMA. This guide provides guidance  
3518 and tools to governments and entities such as the State-led Disaster Housing Task Force for  
3519 developing strategies address emergency and interim housing. It also identifies preparedness and  
3520 mitigation measures that enable all levels of government to better prepare for, respond to, and  
3521 recover from different types and levels of disasters and resulting housing needs.
  - 3522 ■ Housing People with Disabilities Post-Disaster: Highlights issues that particularly impact people  
3523 with disabilities and identifies points of concern that should be addressed by recovery planners  
3524 and housing partners to support residents with disabilities.
  - 3525 ■ Long-term Community Recovery Planning Process: A Self-Help Guide, FEMA.  
3526 (<http://www.fema.gov/pdf/rebuild/ltrc/selfhelp.pdf>)
  - 3527 ■ Mitigation and sustainability publications from the Mitigation Directorate, such as Planning for a  
3528 Sustainable Future: The Link Between Hazard Mitigation and Livability, Rebuilding for a More  
3529 Sustainable Future and the Mitigation Planning How-To series (FEMA).
  - 3530 ■ Long-term Community Recovery Tool Kit, Council of State Community Development Agencies.

## 3531 **Annex E: Infrastructure Systems Recovery** 3532 **Support Function**

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### 3534 **Purpose and Mission**

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3535 The purpose of the IS RSF is to integrate the capabilities of the Federal Government to support local,  
3536 state, tribal, territorial, and insular area governments and other public and private infrastructure  
3537 owners and operators in their efforts to achieve long-term recovery goals relating to infrastructure  
3538 systems.

3539 The goal of the infrastructure systems recovery process is to match the capacity of all infrastructure  
3540 systems to a community's current and projected demand on its built and virtual environment. The IS  
3541 RSF intends to pursue this course of action to the extent allowable by available resources and current  
3542 program authorities. Accordingly, the end-state for IS RSF engagement occurs when infrastructure  
3543 systems recovery goals are met or when IS RSF member agencies' existing programs and authorities  
3544 are exhausted and/or external funding is no longer available to continue operations.

### 3545 **Overview of Partners**

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3546 The USACE serves as the Coordinating Agency for the IS RSF. USACE will facilitate and provide  
3547 coordination and oversight for the IS RSF. Its key responsibility is to ensure effective communication  
3548 and collaboration among IS RSF Primary Agencies and Supporting Organizations and other partners  
3549 and stakeholders that include, but are not limited to, local, state, tribal, territorial, insular area, private  
3550 sector, and nongovernmental organizations. Coordinating Agency responsibilities extend through the  
3551 preparedness, response, and recovery phases. In order to meet these objectives, USACE designates a  
3552 National Coordinator and develops an NDRF annex to its annual All-Hazards Operations Order.

3553 Primary Agencies are designated based on relevant authorities, roles, resources, or capabilities  
3554 related to the disaster recovery of infrastructure systems. IS RSF Primary Agencies are responsible  
3555 for identifying and coordinating relevant Federal programs and capabilities to support recovery,  
3556 working with local jurisdictions by participating in or coordinating interagency assessments or  
3557 support teams as necessary, and providing technical assistance and information required to help  
3558 communities identify recovery needs and establish infrastructure system recovery priorities.

3559 Supporting Organizations include Federal departments and agencies with specific capabilities or  
3560 resources that support the Primary Agencies in executing the IS RSF mission. These agencies will  
3561 provide assistance when requested by the FDRC, consistent with their own authority and resources  
3562 and/or pursuant to a mission assignment under the Stafford Act.

3563

**Table E–1: Members of the Infrastructure Systems RSF**

INFRASTRUCTURE SYSTEMS
<p>The IS RSF works to efficiently facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improves resilience to and protection from future hazards.</p> <p><b>Relevant Recovery Core Capabilities:</b> Infrastructure Systems, Planning, Public Information and Warning, Operational Coordination</p>
<p><b>Coordinating Agency:</b> USACE</p> <p><b>Primary Agencies:</b> Department of Energy; DHS; Department of Transportation; FEMA; USACE</p> <p><b>Supporting Organizations:</b> Delta Regional Authority; USDA; DOC; Department of Defense; Department of Education; HHS; DHS; HUD; DOI; TREAS; Environmental Protection Agency; Federal Communications Commission; General Services Administration; Nuclear Regulatory Commission; Tennessee Valley Authority</p>

3564 **Objectives and Considerations**

3565 As a complement to the response and short-term recovery efforts taking place under the NRF, the IS  
 3566 RSF, in conjunction with the other RSFs of the NDRF, will work to promote the following:

- 3567     ▪ Interagency and intergovernmental planning efforts, inclusive of private sector infrastructure  
 3568 owners and operators and related service providers, occur at all levels.
- 3569     ▪ Technical assistance is provided to support local, state, tribal, territorial, and insular area  
 3570 government efforts to identify and prioritize critical infrastructure systems and assets.
- 3571     ▪ An interagency, inter-jurisdictional recovery planning process, inclusive of private sector  
 3572 infrastructure owners and operators, is initiated soon after a declared disaster, when appropriate.
- 3573     ▪ Expedient damage assessments and recovery prioritization of infrastructure assets take place, to  
 3574 include development of courses of action for execution of temporary and/or permanent repairs, in  
 3575 coordination with applicable local, state, tribal, territorial, and insular area governments as well  
 3576 as private sector owners and operators.
- 3577     ▪ Adequate Federal support and resources are provided to the extent possible to assist affected  
 3578 local, state, tribal, territorial, and insular area governments with effective community planning  
 3579 and redevelopment efforts.
- 3580     ▪ Legal, policy, and programmatic requirements that may potentially limit efficient recovery are  
 3581 identified and mitigated to the extent possible.
- 3582     ▪ The concepts of regional infrastructure resilience and restoration are encouraged.
- 3583     ▪ Local needs and expectations contribute to a redefined state of normalcy.
- 3584     ▪ Mitigation opportunities that leverage innovative and green technologies and promote resilience  
 3585 and sustainability are emphasized. This should be considered particularly in the advanced  
 3586 planning phase as well as throughout the recovery period.

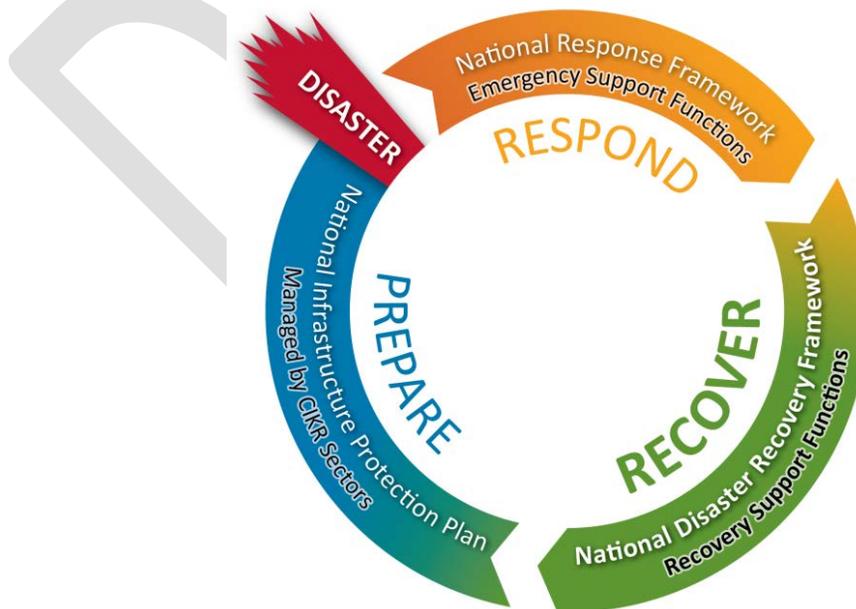
- 3587   ▪ Funding mechanisms are continuously leveraged in an attempt to resolve identified funding gaps
- 3588   to the extent possible.
- 3589   ▪ Processes and policies support renewed economic activity, which encourages the recovery and
- 3590   return of survivors.
- 3591   ▪ Metrics and timelines for overall restoration and recovery efforts are defined and revised as
- 3592   necessary.

3593 The scope of this annex is to address IS RSF roles, responsibilities, and actions directly related to  
 3594 recovery of infrastructure systems, including critical infrastructure assets and systems post-disaster  
 3595 (see Figure E-1). The collaborative efforts of this RSF involve government partners at all levels,  
 3596 nongovernmental organizations, and private sector infrastructure owners/operators with expertise in  
 3597 physical and virtual infrastructure systems. Given that a high percentage of infrastructure assets are  
 3598 privately owned and operated, the effectiveness of IS RSF recovery activities is dependent upon  
 3599 close coordination with the private sector.

3600 The IS RSF will serve as the focal point for recovery coordination and planning for the 16 Critical  
 3601 Infrastructure Sectors systems and assets as identified in the National Infrastructure Protection Plan.  
 3602 However, it will be informed throughout by considerations raised by the other five RSFs and may be  
 3603 directed by the FDRC to serve in a supporting role, when appropriate, for those sectors that may be  
 3604 better served by programmatic coordination through one of the other five RSFs:

- 3605   ▪ Community Planning and Capacity Building
- 3606   ▪ Economic
- 3607   ▪ H&SS
- 3608   ▪ Housing
- 3609   ▪ NCR

3610 The national performance targets for this RSF are identified in the Recovery FIOP base plan.



3611                   **Figure E-1: Emergency Management Cycle for Critical Infrastructure**

## 3612 Post-Disaster Critical Tasks and Activities

### 3613 *Deliver Core Recovery Capabilities*

3614 The most challenging aspects of the infrastructure systems recovery process will be helping  
3615 communities secure funding, technical expertise, and/or the legal authority to initiate and execute  
3616 multiple complex infrastructure projects. Due to the loss of revenue base and human capital that  
3617 often accompany disaster-related evacuations, public and private sector owner/operators may not  
3618 have the resources to recover infrastructure systems efficiently.

3619 Steps the IS RSF may take to resolve resource shortfalls include, but are not limited to

- 3620 ▪ Technical assistance for the physical assessment, planning, construction, and ultimate recovery of  
3621 community infrastructure assets;
- 3622 ▪ Grants or loans to help both public and private entities finance the capital costs of recovering an  
3623 infrastructure asset, and/or to finance the operational costs of the infrastructure;
- 3624 ▪ Disaster assistance programs that may reduce risk through mitigation and disaster-resilient  
3625 construction; and
- 3626 ▪ Effective use of all available local, state, tribal, territorial, insular area, and Federal governments'  
3627 legal authorities to support the community recovery process.<sup>12</sup>

3628 Federal IS RSF partners activated during a disaster will be educated by, or will have access to,  
3629 experts familiar with commonly used forms of governmental disaster assistance, such as the FEMA's  
3630 PA Grant Program. The IS RSF partners, in conjunction with other RSFs, will work to coordinate  
3631 and leverage other potential sources of assistance, such as nongovernmental organization and private  
3632 sector funding.<sup>13</sup>

3633 As part of the infrastructure systems support approach, the IS RSF will encourage and assist the  
3634 impacted communities to chart out how they plan to implement and finance specific steps in the  
3635 infrastructure recovery process<sup>14</sup> (see Figure E-2). Though this level of task-orientated specificity  
3636 may not be needed in all circumstances, a general plan for financing and executing the RSF  
3637 Coordination Plan is essential to a successful recovery process. It also highlights the importance of  
3638 leveraging all available local, state, tribal, territorial, insular area, and Federal resources to support  
3639 the RSS and, in particular, the IS RSF Recovery Coordination Plan.

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<sup>12</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>13</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>14</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.

3640

3641

**Figure E-2: Excerpt from the Financing Matrix in Grand Forks' Recovery Plan**

3642 *Convene Recovery Support Function*

3643 When directed by the FDRC, the IS RSF is activated to support communities as they plan for,  
 3644 manage, and execute the infrastructure systems recovery process following a declared disaster. The  
 3645 course for effective recovery is set by decisions made and actions taken in the initial phases of  
 3646 disaster response. Some of the IS RSF agencies will be activated in the initial response phase in  
 3647 support of the NRF and accomplishment of ESFs and NRF support annex missions. This pre-  
 3648 recovery NRF organization is crucial to ensuring a seamless transition to recovery.<sup>15</sup>

3649 The scale of Federal IS RSF resources, both technical and human, will depend on the characteristics  
 3650 and scope of the disaster. The IS RSF will coordinate available Federal resources to accomplish  
 3651 infrastructure recovery during all activations through whatever means are available given the context  
 3652 of the disaster.

<sup>15</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.

### 3653 *Coordinate Linkages and Interdependencies*

3654 Maintaining proper communication practices and information sharing standards with the relevant  
3655 local, state, tribal, territorial, and insular area governments, as well as the private sector, is a crucial  
3656 element of all IS RSF actions. In keeping with the principles of the NDRF, this RSF is designed to  
3657 support the local communities in charge of the recovery process. As such, any information produced  
3658 or gathered by this IS RSF shall be shared with local, state, tribal, territorial, and insular area  
3659 governments and the private sector to the greatest extent possible under the law.<sup>16</sup> Once activated, the  
3660 coordinating and Primary Agency Federal partners of the IS RSF shall designate a point of contact  
3661 based either locally at a field office or remotely to handle any information requests that may arise  
3662 during recovery.<sup>17</sup>

3663 As required by the scope and magnitude of the disaster, activated members of the IS RSF will host  
3664 regular in-person or remote meetings of identified stakeholders during the post-disaster recovery  
3665 process. As required, these meetings will typically include representatives from local, state, tribal,  
3666 territorial, insular area, and Federal government departments and agencies, as well as critical  
3667 infrastructure owners/operators and/or professional associations with an interest in the impacted area.

3668 These meetings will serve as a forum for discussing “next steps” in the course of action taken by the  
3669 IS RSF, which is described below. Additionally, the meetings will allow concerns, questions, and  
3670 comments raised by infrastructure stakeholders to be discussed and resolved in a transparent fashion.

3671 The IS RSF complements and informs the short-term recovery efforts that take place under the NRF.  
3672 Upon activation, IS RSF members will engage with their ESF counterparts in order to shape long-  
3673 term recovery actions. The IS RSF engages with several ESFs, including ESF #1–Transportation  
3674 (Department of Transportation); ESF #2–Communications (DHS/Intelligence and Analysis and  
3675 Infrastructure Protection); ESF #3–Public Works and Engineering; ESF #12–Energy (Department of  
3676 Energy); and, as applicable, ESF #8–Public Health and Medical Services (HHS) and ESF #10–Oil  
3677 and Hazardous Materials Response (Environmental Protection Agency). As the ESF response  
3678 missions wind down, the priority of effort will shift to the IS RSF team facilitation of long-term  
3679 recovery operations. The goal of the IS RSF is to ensure a seamless transition between response and  
3680 recovery phases.

### 3681 *Identify Available Resources*

3682 See Resources and Capabilities section.

### 3683 *Provide Technical Assistance*

3684 One of the core activities for the infrastructure systems RSF is to help communities develop an  
3685 approach to support infrastructure systems recovery, which will be unique to each community or  
3686 regional situation. A plan may be developed for a single community or multiple communities or  
3687 regions with distinct community-specific sub-plans, as appropriate and required. These sub-plans

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<sup>16</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>17</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 IAA may be needed to define and fund the IS RSF after the initial MAs expire.

3688 may vary in levels of complexity but should be coordinated across jurisdictions to facilitate an  
3689 efficient recovery of the whole regional infrastructure system.

3690 The specific breadth and complexity of content in each plan will be determined by the impacted  
3691 communities. However, the Federal partners of the IS RSF will follow the general principles listed  
3692 below to help guide the development of the IS RSF Support Approach.

3693 The plan should be

- 3694 ▪ A mechanism that allows private and public sector partners to jointly plan the long-term  
3695 infrastructure system recovery in a holistic manner;
- 3696 ▪ Flexible and adaptable as new information becomes available or circumstances change within or  
3697 outside the scope of the IS RSF Support Approach;
- 3698 ▪ A living document that is revised as needed during the recovery process; and
- 3699 ▪ A strategic guidance document that identifies
  - 3700 • The end-state level of capacity that the community realistically needs from its physical and  
3701 virtual infrastructure systems;
  - 3702 • Achievable intermediate objectives prior to reaching end-state (ways to “make do” while  
3703 recovery progresses);
  - 3704 • The major phases of the infrastructure systems recovery process, with varied levels of task  
3705 specificity dependent upon the requirements of the communities involved;
  - 3706 • Anticipated significant impediments, whether technical, resource, or political in nature, that  
3707 require resolution in each phase of the recovery process;
  - 3708 • Processes for incorporating the concepts of resilience and sustainability to help reduce the  
3709 likelihood of future infrastructure damage and loss;
  - 3710 • Types of disaster assistance and programs that may be leveraged to execute infrastructure  
3711 systems recovery; and
  - 3712 • Points of contact in various levels of government for further communication needs.

3713 The plan should not be

- 3714 ▪ A detailed infrastructure systems engineering or design plan;
- 3715 ▪ A discussion of the complex industrial steps required to recover, repair, or rebuild each damaged  
3716 infrastructure asset; nor
- 3717 ▪ A legal contract that requires actions by any governmental or private entity mentioned.

### 3718 *Support Implementation of Local and State Recovery Plans*

3719 The IS RSF, in coordination with the FDRC and the five other RSFs, will work with impacted  
3720 communities to develop a comprehensive recovery needs assessment report. In some circumstances,  
3721 a particular infrastructure asset can have greater value to the region or Nation than it has to the  
3722 community in which it is located.<sup>18</sup> Therefore, IS RSF partners will work together to balance  
3723 national, regional, and local priorities for infrastructure recovery. The IS RSF will take full advantage

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<sup>18</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.

3724 of existing infrastructure data, pre-incident studies, and post-incident response-phase damage  
3725 assessments to develop the infrastructure systems recovery needs assessment. The analysis of the  
3726 recovery needs assessment should communicate the condition of the varied infrastructure systems in  
3727 relatable terms. For example, a community may choose to use a 1 (low) to 10 (high) scale of  
3728 “recovery need” when assessing its infrastructure assets. Therefore, if a particular bridge is at a level  
3729 8, it is commonly understood by recovery planners that the magnitude of recovery need is greater  
3730 than a power plant with a level 6. Assessment scales will have varying levels of complexity  
3731 depending on the needs of the community, but all scales should facilitate simple comparisons across  
3732 infrastructure systems (e.g., transportation, power, water, and communications). At a basic level, the  
3733 assessment scale should account for the level of damage to the asset compared with its pre-disaster  
3734 state. At a more complex level, the assessment scale should account for such factors as the criticality  
3735 of the asset to the community, what measure of time and resources would be required to recover the  
3736 asset to a fully operational state, if temporary repairs can be made to the asset that raise its capacity  
3737 to serviceable standard and, if there are alternative/redundant assets that can be improved to  
3738 compensate for the damage to the asset. The Federal partners of the IS RSF will provide technical  
3739 assistance to the communities in this infrastructure assessment and analysis process.

3740 As the IS RSF matures, tools designed to assist decision makers may become available that help  
3741 identify and adjudicate these local, regional, state, tribal, territorial, insular area, and national  
3742 infrastructure system recovery priorities. Determining these priorities/objectives and the proper  
3743 sequence for executing them is a critical factor to the success of the IS RSF Support Approach. If  
3744 additional data is needed to formulate an effective IS RSF Support Approach, a task force will be  
3745 formed with relevant subject matter experts to conduct further impact assessments. In all  
3746 circumstances, the IS RSF, as well as the other RSFs, will strive to limit the burden on communities.  
3747 In order to support the community in implementing and monitoring the IS RSF Support Approach,  
3748 the IS RSF will perform the following activities:

- 3749 ▪ Help modify the resource chart of the plan (example shown in Figure E-2) as mid-course  
3750 corrections and challenges arise.
- 3751 ▪ Assist the community in reprioritizing the stages of the infrastructure systems recovery process as  
3752 new community demands arise.
- 3753 ▪ Facilitate scheduled conference calls and site visits, as needed, with infrastructure stakeholders to  
3754 address the progress of recovery.

## 3755 **Transition to Steady State**

3756 Transition to the steady state begins with completion of the RSS and initial implementation of the IS  
3757 RSF Support Approach. The IS RSF will monitor the delivery of Federal program assistance to  
3758 maximize support to the community and minimize the potential for waste, conflicts, and confusion. It  
3759 will also work with the state to assist the community in measuring the progress of long-term recovery  
3760 against established goals and milestones, to identify additional support required and make necessary  
3761 course adjustments.

3762 The IS RSF will continue to coordinate and monitor the implementation of the IS RSF Support  
3763 Approach throughout the recovery process; however, as the recovery effort stabilizes, IS RSF  
3764 personnel can be expected to return to their normal offices to continue RSF operations. Regardless of  
3765 their location, ongoing communication among local, state, tribal, territorial, insular area, and Federal  
3766 governments and private sector agencies will remain a priority of the IS RSF.

## 3767 Resources and Capabilities

3768 As previously noted, the NDRF seeks to use the whole-community approach to formulate and enact a  
 3769 long-term recovery plan. This approach relies on utilizing the strengths and capabilities of local,  
 3770 state, tribal, territorial, insular area, and Federal governments and the private sector. The following  
 3771 tables, while not exhaustive, outlines the roles and responsibilities of each entity working in  
 3772 conjunction with the IS RSF to establish an infrastructure recovery coordination plan that addresses  
 3773 the challenges and concerns unique to each community.

3774 **Table E–2: RSF Coordinating Agency Functions**

Coordinating Agency	Functions
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <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 the JFO.</li> <li>▪ Activates and deploys recovery personnel.</li> <li>▪ Provides technical expertise of the public works and waterways infrastructure systems.</li> <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> </ul>

3775 **Table E–3: RSF Primary Agency Functions**

Primary Agency	Functions
Department of Energy	<ul style="list-style-type: none"> <li>▪ Provides technical expertise regarding utilities, infrastructure, and energy systems.</li> <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.</li> </ul>

Primary Agency	Functions
Department of Homeland Security	<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 in cybersecurity and incident recovery.</li> <li>▪ Provides assistance from the National Infrastructure Coordinating Center, the Infrastructure Protection Resources, and the National Infrastructure Simulation and Analysis Center.</li> <li>▪ Provides technical expertise through coordination with Protective Security Advisors.</li> <li>▪ Leads research and development of resilient infrastructure technologies that can minimize the downtime of essential infrastructure services.</li> <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> </ul>
Department of Transportation	<ul style="list-style-type: none"> <li>▪ Provides technical assistance in long-range planning and engineering of transportation infrastructure systems.</li> <li>▪ Administers transportation assistance programs/funds that can be used for repair or recovery of transportation systems.</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.</li> <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>
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <li>▪ See Table E-2.</li> </ul>

3776

**Table E-4: 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 local, state, tribal, and territorial partners, Federal departments, 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>

Supporting Organization	Functions
Department of Agriculture	<ul style="list-style-type: none"> <li>▪ Provides technical assistance and identifies current USDA-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 local, state, tribal, and territorial partners,, other Federal departments, 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 (NOAA).</li> <li>▪ Acquires and rapidly disseminates a variety of geospatially-referenced remote-sensing data and imagery to support disaster response and recovery (NOAA).</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>
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 as related to the recovery of public and private healthcare service delivery infrastructure.</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>▪ 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 E-3.</li> </ul>

Supporting Organization	Functions
Department of Housing and Urban Development	<ul style="list-style-type: none"> <li>Provides building technology technical assistance.</li> <li>Provides assistance for housing, infrastructure, mortgage financing, public housing repair, and reconstruction.</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 engineering support to assist in construction of dams, levees, water delivery facilities, and structures.</li> <li>Provides technical assistance on hazards, risk assessment, and geospatial support for geologic hazards (U.S. Geological Survey).</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, is 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>
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>

### 3777 *Related Resources*

3778 The National Disaster Recovery Program Database is a catalogue of recovery-related programs and  
 3779 authorities to include those offered by all IS-RSF Primary Agencies and Supporting Organizations.  
 3780 The National Disaster Recovery Program Database is a tool for members from all levels of  
 3781 government, emergency managers, and planners to find resources provided by local, state, tribal,  
 3782 territorial, insular area, and Federal governments; private sector entities; and nongovernmental  
 3783 organizations to assist in recovery efforts. It can be found at  
 3784 <https://asd.fema.gov/inter/ndhpd/public/searchHousingProgramForm.htm>.

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## 3785 **Annex F: Natural and Cultural Resources** 3786 **Recovery Support Function**

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### 3788 **Purpose and Mission**

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#### 3789 *Purpose*

3790 The purpose of this Annex is to provide NCR RSF guidance for coordinating disaster recovery with  
3791 local, state, tribal, territorial, and insular area communities and to connect these communities to  
3792 available resources or programs that assist the long-term recovery of damaged or destroyed natural  
3793 and cultural resources.<sup>19</sup> The organizations active in the NCR RSF may partner with local, state,  
3794 tribal, territorial, and insular area government, nongovernmental organizations, nonprofits, the  
3795 private sector, and individuals in disaster-stricken communities to leverage capacity, potential  
3796 funding, and other resources to help communities address at-risk and affected natural and cultural  
3797 resources with long-term solutions.

3798 Focusing on long-term natural and cultural resources recovery activities, the NCR RSF Annex  
3799 supports the NDRF and complements the response and short-term recovery efforts that take place  
3800 under the NRF. It recognizes that existing entities, such as ESF #11 (Agricultural and Natural  
3801 Resources), provide authorities, expertise, and resources for coordinating and facilitating Natural and  
3802 Cultural Resources and Historic Properties assistance, and ESF #10 (Oil and Hazardous Materials  
3803 Response), provide resources to assess, monitor, and perform cleanup actions. The NCR RSF  
3804 recognizes that some existing Federal programs (e.g., the National Park Service Heritage  
3805 Preservation Assistance Programs) may be available to assist local recovery efforts and that some  
3806 Federal agency offices, either located within or with jurisdiction over the disaster-impacted area, may  
3807 have a role to play in assisting local recovery efforts.

#### 3808 *Mission*

3809 The mission of the NCR RSF, as stated in the NDRF, is to “integrate Federal assets and capabilities  
3810 to help state and tribal governments and communities address long-term environmental and cultural  
3811 resource recovery needs after large-scale and catastrophic incidents.”

3812 As stated in the NDRF, the NCR RSF facilitates the extension of expertise from Federal departments,  
3813 agencies, and partners, so that

- 3814 ■ Considerations related to the management and protection of natural and cultural resources,  
3815 community sustainability, and compliance with environmental planning and historic preservation  
3816 requirements can be incorporated into long-term recovery efforts;
- 3817 ■ State and tribal governments and local communities are ready to address post-disaster long-term  
3818 NCR recovery needs;
- 3819 ■ Programs that support disaster recovery, technical assistance, and data sharing can be  
3820 coordinated; and
- 3821 ■ Post-disaster NCR can be identified and conducted.

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<sup>19</sup> “Cultural Resources” includes historic properties as well as historic/cultural resources such as documents, art, and audiovisual materials.

3822 **Overview of Partners**

3823 The following table lists the NCR RSF Coordinating Agency, Primary Agencies and Supporting  
 3824 Organizations. Further explanation of their respective roles as coordinators within the RSF is  
 3825 provided later in this section.

3826 **Table F–1: Members of the NCR RSF**

NATURAL AND CULTURAL RESOURCES
<p>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 environmental and historical preservation laws and executive orders.</p> <p><b>Relevant Recovery Core Capabilities:</b> NCR, Planning, Public Information and Warning, Operational Coordination</p>
<p><b>Coordinating Agency:</b> DOI</p> <p><b>Primary Agencies:</b> DOC/NOAA; DOI; Environmental Protection 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; USDA; DOC; DHS/National Protection and Programs Directorate; HSS; General Services Administration; 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; Smithsonian Institution; USACE</p>

3827 The DOI is the Coordinating Agency for the NCR RSF. When the Coordinating Agency accepts a  
 3828 reimbursable MA from FEMA, it facilitates effective communication and coordination among NCR  
 3829 RSF Primary Agencies, Supporting Organizations, other partners, and stakeholders that include, but  
 3830 are not limited to, the corresponding local, state, tribal, territorial, insular area government;  
 3831 nongovernmental organizations; and the nonprofit and private sector that comprise the disaster-  
 3832 affected community. This will minimize the potential for duplicative efforts, confusion, and  
 3833 unnecessary burdens on the local, state, tribal, territorial, and insular area community. The  
 3834 Coordinating Agency will encourage the local, state, tribal, territorial, and insular area leadership of  
 3835 disaster-impacted communities to take ownership of the recovery planning process and to exercise  
 3836 local primacy and initiative.

3837 The Primary Agencies will play leadership roles in identifying, assessing, and planning for the  
 3838 recovery of NCR in disaster-impacted communities. This is especially true for the Primary Agencies  
 3839 (or Supporting Organizations) that happen to be deployed to a community immediately after a  
 3840 disaster, as they will be able to provide initial, firsthand information about disaster impacts and  
 3841 potential long-term community recovery needs. The agencies and organizations that are active  
 3842 partners of the NCR RSF can help foster communication and coordination throughout the recovery  
 3843 process, and encourage recovery stakeholders—including the local, state, tribal, territorial, and  
 3844 insular area organizations and experts—to form an NCR task force. As prescribed by the NDRF, the

3845 NCR RSF Annex stresses the importance of local primacy in the recovery process. The RSF partners  
3846 can aid coordination and facilitation but do not occupy a primary role on the task force. Local, state,  
3847 tribal, territorial, and insular area representatives take leading roles in this community-driven process,  
3848 which will help secure buy-in and support from impacted community members.

3849 Members of this task force will vary depending on the type and severity of the disaster and the  
3850 capacity of the local, state, tribal, territorial and/or insular area government to address recovery.  
3851 Participation by the Federal partners of the RSF in these task forces will also vary depending on both  
3852 the scope and the severity of the disaster, and the ability of the Federal partners to deploy staff  
3853 through reimbursable MAs or other similar funding mechanisms. To identify potential stakeholders  
3854 for participation on the task force, examining pre-disaster documents, agreements or MOUs may  
3855 prove helpful. For example, if a Programmatic Agreement was previously prepared with the  
3856 State/Tribal/Territorial Historic Preservation Office (SHPO/THPO), it can be used to help identify  
3857 resources that would be of primary concern if impacted by a disaster and may help focus NCR  
3858 recovery efforts. Some of the potential candidates for key partners or stakeholders at the local, state,  
3859 tribal, territorial and insular area levels are identified below. This list is not exhaustive.

3860 ■ Natural Resources

3861 • Tribal partners and stakeholders may include representatives from agencies, organizations,  
3862 confederations, or councils, such as tribal environmental protection organizations, natural  
3863 resources organizations, and planning departments.

3864 • State partners and stakeholders may include representatives from agencies, organizations, or  
3865 departments that oversee natural resources, environmental protection, and fish and wildlife  
3866 protection.

3867 • Local partners and stakeholders may include representatives from agencies, organizations, or  
3868 departments, such as planning departments, local media, and certain nongovernmental  
3869 organizations that operate at the local level.

3870 ■ Cultural Resources

3871 • Tribal partners and stakeholders may include representatives from agencies, organizations,  
3872 confederations, or councils that oversee archives, cultural centers, historic preservation,  
3873 libraries, and museums.

3874 • State partners and stakeholders may include representatives from agencies, organizations, or  
3875 departments that oversee archives, asset management, historic preservation, and state parks.

3876 • Local partners and stakeholders may include representatives from agencies, organizations, or  
3877 departments such as planning departments, performing arts organizations, and archival  
3878 organizations.

3879 While the local, state, tribal, territorial, and insular area agencies and stakeholders would organize  
3880 and comprise the task forces, the partners active in the NCR RSF would coordinate and communicate  
3881 with these task forces to help ensure that natural and cultural resources that are important to the  
3882 community, as well as those considered nationally significant, are addressed in disaster recovery  
3883 plans. The following are some other entities that are not active partners of the NCR RSF, but may  
3884 work in coordination with the NCR RSF members:

3885 ■ Preservation nonprofits (such as the National Trust for Historic Preservation including the Main  
3886 Street Program)

- 3887   ▪ Preservation professionals from organizations such as American Institute of Architects, American
- 3888    Association for State and Local History, Association for Preservation Technology, American
- 3889    Planning Association, and American Institute for Conservation
- 3890   ▪ U.S. Green Building Council

## Objectives and Considerations

3892 The intent of this section is to identify objectives and considerations during the recovery process that  
 3893 have been observed during previous disaster recovery efforts and to present some options for  
 3894 providing assistance that can be tailored to specific disaster-impacted communities. The  
 3895 opportunities and challenges discussion may help the FDRC, NCR RSF partners, and local  
 3896 community participants identify the recovery needs of the community and explore assistance options.  
 3897 These are not exhaustive lists, but rather a place to start.

### Natural Resources

3898 This list includes opportunities and challenges natural resource stakeholders—RSF partners, local,  
 3899 state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses, and  
 3900 individuals—may face during recovery. The ability of the NCR RSF to coordinate these issues  
 3901 following a disaster is dependent on the successful execution of MAs or the availability of existing  
 3902 funding to address the issues.

3904 The opportunities and challenges discussed in this section are summarized in the table below.  
 3905 Additional descriptions of each follow the table.

**Table F–2: Natural Resources Objectives and Challenges**

<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 for programs from other agencies</li> </ul>

### Objectives

- 3907   ▪ Integrate environmental staff knowledgeable in natural resources and environmental regulatory
- 3908    requirements early in a disaster recovery planning process to
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- 3910    • Address potential environmental or regulatory issues;
- 3911    • Identify potential problems or regulatory process bottlenecks; and
- 3912    • Improve efficiency.

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- Achieve early coordination between regulatory agencies and local/state/tribal agencies to alleviate subsequent project delays and identify Federal funding constraints. (Regulatory requirements for required mitigation or mandatory impact avoidance measures can affect a project’s physical elements, schedule, and cost.)
  - Develop pre-existing (pre-disaster) programmatic agreements between NCR agencies to facilitate post-disaster recovery options. (For example, some FEMA regional offices have developed programmatic agreements for separate states with NOAA, regarding review of projects that involve Federally-listed threatened and endangered fish species under NOAA jurisdiction. These agreements provide a streamlined review system for projects that meet certain conditions.)
  - 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 in the Federal budgeting process.)
  - 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. For this to occur, a natural resource specialist is needed early in the discussion of community recovery options.
  - Achieve lowest cost options. Additional cost to meet required mitigation or permit conditions may 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.

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## 3939 Considerations

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- **NEPA requirements.** 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.** Staff should either be familiar with or work with the state to understand how state policies 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.** Staff should also understand 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.

- 3956   ▪ **Funding for programs from other agencies.** Funding for programs is a major consideration for  
 3957 the recovery of NCR. Funding cycles, as well as the general state of funding availability, may  
 3958 affect the availability of multiple agencies’ funding for programs.

3959 **Cultural Resources**

3960 This list includes the opportunities and challenges cultural resource stakeholders—RSF partners,  
 3961 local, state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses,  
 3962 and individuals—may face during recovery. The ability of the NCR RSF to coordinate these issues  
 3963 following a disaster is dependent on the successful execution of MAs or on the availability of  
 3964 existing funding to address the issues.

3965 The opportunities and challenges discussed in this section are summarized in the table below.  
 3966 Additional descriptions of each follow the table.

3967 **Table F–3: Cultural Resources Objectives and Challenges**

<b>Objectives</b>	<ul style="list-style-type: none"> <li>▪ Using programmatic agreements</li> <li>▪ Identifying funding sources early</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> </ul>

3968 **Objectives**

- 3969   ▪ Pre-identifying funding sources for cultural resource needs (e.g., artifact conservation, building  
 3970 rehabilitation, document recovery, archaeological site preservation).
- 3971   ▪ Provide post-disaster Federal assistance in completing surveys and National Register of Historic  
 3972 Places (NRHP) designations to prevent inappropriate repairs affecting historic integrity of a place  
 3973 or district.
- 3974   • Focus on those resources eligible to receive Federal funding or assistance.
  - 3975   • For other structures, provide appropriate Federal technical assistance, such as assistance via  
 3976 the telephone, web, or other publications.
  - 3977   • State and nongovernmental organization technical assistance and funding may be available.
  - 3978   • Explore opportunities to use programmatic agreements and pre- and/or post-disaster  
 3979 coordination with funding resources to expedite processes and allow property owners to  
 3980 restore their property in a more expedient manner. If a programmatic agreement or other  
 3981 coordination vehicle is not in place, the local, state, tribal, territorial, and/or insular area  
 3982 nonprofits may step in to provide expertise and guidance.

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- 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>20</sup> and other guidance documents were made available to the public in Mississippi and 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.

## 3990 Considerations

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- Specialists who understand NEPA compliance 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. This is because NEPA is focused on environmental compliance. 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 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, non-residential 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 may be damaged in disasters. These holdings—including irreplaceable books, documents, photographs, audio-visual records, art, artifacts, and animals (including endangered species)—may represent a community's heritage and provide a focus for tourism. Their preservation is critical to both economic recovery and community resilience.
  - Museum, library, 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

<sup>20</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."

4025 types of institutions understand both NRF and NDRF concepts and how they can be implemented  
4026 to leverage resources. Additional information can be found in the Guide to Navigating FEMA  
4027 and SBA Disaster Aid for Cultural Institutions.

- 4028 ■ Private nonprofits and individual owners or businesses are not always able to find the resources  
4029 to rehabilitate or restore their historic properties. These properties can contribute to the economic  
4030 health<sup>21</sup> of the town (especially those on “Main Street”). If they cannot be rebuilt or restored (or  
4031 are rebuilt or restored in a way that negatively affects the historic integrity and detracts from  
4032 downtown), the ability of the community to recover from disaster may be hampered. Private  
4033 sector operators of business on or in natural resources or cultural properties may play an  
4034 important part of the local economy.
- 4035 ■ There are several potential impediments to effective data sharing. Information on cultural  
4036 resources is stored in different ways in each state. The information may be located at a  
4037 clearinghouse run by the state, a university or a museum. In some cases, the information is kept  
4038 by an often overwhelmed SHPO/THPO. The information may be in hard copy or electronic form.  
4039 Mapped information may be in a geographic information system format, but the platform varies.  
4040 Different types of information are also collected by each state, so comparing data can be  
4041 problematic. These variables make analysis very difficult to accomplish quickly. Control of the  
4042 information is also an issue, as much of it is considered sensitive data only to be shared with  
4043 professionals, universities, or other predetermined parties. Finally, most of the available data on  
4044 cultural resources comes from studies resulting from a need for NEPA or NHPA compliance.  
4045 These studies only look at the project area, so there may be important resources that have not  
4046 been identified or inventoried. For this reason, it is very important to include local expertise  
4047 during assessments, in order to learn what those unidentified resources are.
- 4048 ■ Some funding gaps may occur when FEMA PA funding does not cover a particular aspect of a  
4049 historic property. For example, tornadoes touched down in the Nashville, Tennessee, area in  
4050 1998, felling thousands of trees. More than 1,000 trees on the Hermitage plantation, Andrew  
4051 Jackson’s home, were damaged or felled. Tree and shrub replacements are normally not eligible  
4052 for FEMA PA funding; however, many of these trees were more than 150 years old and were  
4053 considered important elements of the NRHP- and National Historic List-listed property. Other  
4054 Federal agencies and volunteer efforts were needed to bridge the gap. Further funding gaps can  
4055 occur because a particular private nonprofit does not qualify for FEMA PA funding (e.g., an old  
4056 theater used for performing arts in Milton, Florida, was damaged by Hurricane Ivan and had to  
4057 rely on non-Federal funding to conduct repairs). Partnerships and resource coordination have  
4058 helped fill these gaps.

## 4059 **Critical Tasks/Activities**

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### 4060 *Pre-Disaster Preparedness*

4061 Depending on the characteristics and scope of the disaster, the NCR RSF will coordinate available  
4062 Federal and supporting nongovernmental organization resources to assist disaster-impacted  
4063 communities and perform the following critical tasks.

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<sup>21</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.

4064 Before a disaster occurs, RSF agencies, organizations, and partners can prepare for recovery by  
4065 developing strategies to address NCR recovery issues that impact whole communities. This includes  
4066 identifying and developing relationships with key partners, identifying programs and systems that  
4067 could be leveraged after a disaster, and building an understanding of their resources and capabilities.  
4068 RSF agencies and organizations may also develop recovery plans that address the transitions from  
4069 response to recovery to steady state operations, and promote the principles of sustainability,  
4070 resilience, and mitigation. RSF agencies and organizations can encourage and support local, state,  
4071 tribal, and territorial recovery planning efforts through participation in training, stakeholder  
4072 workshops, or national-level exercises for disaster recovery. As the RSF Coordinating Agency, DOI  
4073 will engage RSF partners on a routine basis in order to support pre-disaster recovery planning efforts,  
4074 develop partnerships, and identify opportunities to collaborate, align, and formalize efforts.

## 4075 *Post-disaster Recovery*

### 4076 **Enhanced Recovery Challenges**

4077 Described below are two overarching challenges that the NCR RSF may face in addressing disaster  
4078 recovery, along with potential courses of action to address the challenges. These enhanced challenges  
4079 were developed by the RSF agencies and organizations during an exercise where they were asked to  
4080 consider major recovery challenges and courses of action following a hypothetical major disaster  
4081 scenario.

- 4082 ■ Challenge 1: Coordinating with response activities to protect fragile natural and cultural  
4083 resources. In particular, the challenge is to address these issues early in the process.
  - 4084 • Preferred Course of Action: Pre-planning with response and recovery partners for post-  
4085 incident activities that can protect natural and cultural resources.
    - 4086 ○ Pre-disaster Operational Steps:
      - 4087 – The FEMA Regional Environmental Officer will encourage local, state, tribal,  
4088 territorial, and insular area governments to include NCR expertise at Emergency  
4089 Operations Centers.
      - 4090 – FEMA Regional Offices and the NCR RSF partners work with local, state, tribal,  
4091 territorial, and insular area governments and other RSF Primary Agencies and  
4092 Supporting Organizations to establish a network of potential responders and recovery  
4093 partners who can participate in whole-community recovery.
      - 4094 – FEMA Regional Offices and the NCR RSF partners work with state and tribal  
4095 governments and other RSF Primary Agencies and Supporting Organizations to  
4096 develop a methodology to assess needs post-disaster.
      - 4097 – FEMA Regional Offices and the NCR RSF partners encourage state and tribal  
4098 governments and RSF Supporting Organizations to proactively create an inventory  
4099 identifying key resources to prioritize protection of pre-disaster and/or restoration of  
4100 post-disaster.
    - 4101 ○ Post-disaster Operational Steps:
      - 4102 – The FDRC and NCR RSF partners work with local, state, tribal, territorial, and  
4103 insular area governments and other RSF Primary Agencies and Supporting  
4104 Organizations to assess and address capacity gaps.

- 4105           - The FDRC and NCR RSF partners facilitate the extension of expertise to  
4106           communities so that considerations related to the management and protection of  
4107           natural and cultural resources, as well as compliance with environmental planning  
4108           and historic preservation requirements, are incorporated into long-term community  
4109           recovery efforts.
- 4110           - DOI works with other Primary Agencies and Supporting Organizations; local, state,  
4111           tribal, territorial and insular area governments; nongovernmental organizations; the  
4112           nonprofit sector; and the private sector to ensure that programs that support disaster  
4113           recovery, technical assistance, and data sharing can be coordinated.
- 4114    ■ Challenge 2: Determining the extent and characteristics of hazardous material contamination.  
4115    This includes determining what methods are necessary for clean-up and how long the  
4116    contamination will exist. This is not just a Federal responsibility. Sometimes responsible parties  
4117    are hard to identify.
- 4118    ● Preferred Course of Action: Pre-planning identification and mitigation of facilities or sites in  
4119    the path of hazards. Looking for opportunities to incorporate whole-community approach.  
4120    Establishing regulatory and environmental review processes in advance.
- 4121    ○ Pre-disaster Operational Steps:
- 4122           - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal,  
4123           territorial, and insular area governments and other RSF Primary Agencies and  
4124           Supporting Organizations to identify most likely entities with facilities or sites where  
4125           hazardous material contamination could occur. Encourage pre-disaster preparedness  
4126           planning for those facilities most at risk.
- 4127           - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal,  
4128           territorial, and insular area governments and other RSF Primary Agencies and  
4129           Supporting Organizations to identify methodologies for identifying post-disaster  
4130           hazardous material contamination and mitigating the effects.
- 4131           - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal,  
4132           territorial, and insular area governments and other RSF Primary Agencies and  
4133           Supporting Organizations to identify and engage with partners that are most likely to  
4134           have the capacity for identifying post-disaster hazardous material contamination and  
4135           mitigating the effects. FEMA Regional Offices and the NCR RSF partners and other  
4136           RSF Primary Agencies and Supporting Organizations identify ways to streamline  
4137           regulatory and environmental review post-disaster.
- 4138    ○ Post-disaster Operational Steps
- 4139           - The FDRC and NCR RSF partners work with local, state, tribal, territorial, and  
4140           insular area governments and other RSF Primary Agencies and Supporting  
4141           Organizations to identify partners from the nongovernmental organizations, the  
4142           nonprofit sector, the private sector, and individuals to incorporate a whole-  
4143           community approach to recovery.
- 4144           - The FDRC and NCR RSF partners engage and support the community to form a task  
4145           force to address hazardous material issues with a whole-community approach.

## 4146 **Additional Tasks**

### 4147 ***Deliver Core Recovery Capabilities***

4148 The objective of the NCR RSF is to provide guidance that will enable the following:

- 4149     ▪ Provision of a systematic approach to understanding the interdependencies and complex
- 4150     relationship of natural and cultural resources to the well-being of the community and its recovery
- 4151     ▪ Activation and deployment of agencies and Supporting Organizations
- 4152     ▪ Support of the MSA Report
- 4153     ▪ RSS development
- 4154     ▪ Facilitation of information sharing
- 4155     ▪ Encouragement of stakeholders to identify issues
- 4156     ▪ Synchronization of activities undertaken through other RSFs
- 4157     ▪ Coordination of cross-jurisdictional issues
- 4158     ▪ Identification of opportunities to achieve resource protection through hazard mitigation strategies
- 4159     ▪ Leveraging of Federal resources and programs to help local, state, tribal, territorial and insular
- 4160     area communities mitigate disaster impacts
- 4161     ▪ Addressing of policy issues
- 4162     ▪ Encouraging of partners to support a Long-Term Community Recovery planning effort

### 4163 ***Convene Recovery Support Function***

#### 4164 **Provide a Systematic Approach**

4165 The NCR RSF partners' technical expertise can be used to help foster a systematic approach to

4166 recovery that recognizes the interdependencies and complex relationships of NCR to the wellbeing of

4167 the community.

#### 4168 **Activate and Deploy Agencies and Supporting Organizations**

4169 The NCR RSF partners may be requested to accept reimbursable MAs and subsequently to deploy

4170 staff to assist recovery effort. Alternatively, when staff resources are unavailable or limited, they may

4171 be requested to devise alternate methods to assist long-term NCR recovery needs and provide

4172 technical assistance remotely when their workload allows. Deployment of NCR RSF partners/staff

4173 may be unnecessary, unless the community remains overwhelmed by the impacts from the disaster

4174 and the community's recovery strategy identifies a specific need. Even then, deployments may not

4175 always be possible, and in those cases the FDRC must coordinate with the NCR RSF partners and

4176 local/state /tribal/territorial stakeholders to develop contingency plans for securing technical

4177 assistance.

### 4178 ***Identify Priorities and Conduct More In-Depth Assessment (if needed)***

#### 4179 **Supporting the Mission Scoping and Assessment Report**

4180 Once the community organizes its NCR task force, the NCR RSF partners may be recruited to

4181 communicate with the task force to help clearly articulate recovery needs and to identify the capacity

4182 required to meet those needs. In order to accomplish this scoping and assessment process in a timely

4183 manner, it will be important to incorporate existing data. For instance, information may be already

4184 gathered by FEMA PA staff, or there may be pre-existing information available from state or Federal  
4185 agencies (e.g., SHPO/THPO, and other state/Federal agencies that manage fish and wildlife  
4186 resources). The NCR RSF partners may help to coordinate the sharing of data. The NCR RSF  
4187 partners encourage communication among the task force members and the agencies involved by  
4188 identifying new and/or existing NCR RSF-specific paths of communication, while addressing  
4189 communication gaps and avoiding duplicate efforts.

#### 4190 **Recovery Support Strategy Development**

4191 The NCR RSF partners may be requested to help the community reach a common understanding of  
4192 its recovery needs so that an appropriate RSS can be developed in a timely manner. This will require  
4193 identification of, and coordination with, all entities involved in the recovery effort, including other  
4194 mobilized RSF partners, and should lead to the identification of NCR-specific resource gaps. The  
4195 RSS will be developed with input from local, state, tribal, territorial, and insular area stakeholders,  
4196 task force members, and RSFs.

#### 4197 **Facilitate Information Sharing**

4198 The NCR RSF partners may help coordinate all aspects of NCR recovery and assistance through all  
4199 post-disaster phases and to help identify where resources might be leveraged to support the recovery  
4200 in ways that avoid waste and improve effectiveness. They may be requested to assist local, state,  
4201 tribal, territorial, and insular area partners, as well as private nonprofits, in identifying NCR-specific  
4202 information gaps.

#### 4203 **Encourage Stakeholders to Identify Issues**

4204 The NCR RSF partners may be requested to work closely with the community task force to develop a  
4205 plan for coordinating and using resources. Part of the assistance strategy will include determining  
4206 which types of assistance the community needs (e.g., compliance, technical assistance, data sharing  
4207 and/or other programs) and whether the assistance will be targeted (focused on one or a few disaster  
4208 impacts) or whether multiple types of assistance will be needed to address multiple issues. This will  
4209 help the community assess which agencies and stakeholders need to be engaged. Based on  
4210 assessments of disaster-impacted community capacity, it is expected that one of the following  
4211 scenarios will be identified in the RSS:

- 4212 ▪ The level of the disaster impact is well within the community's capacity to manage its own  
4213 recovery, and the FDRC will only need to be informed when/if the situation changes or new  
4214 information is discovered by already-deployed field personnel.
- 4215 ▪ The level of the disaster impact encumbers the community's capacity, and the FDRC will engage  
4216 nongovernmental organizations, the private sector, and other local, state, tribal, territorial, and  
4217 insular area partners to improve capacity (possibly through formation of a task force).
- 4218 ▪ The level of the disaster impact will exceed the community's capacity, and the FDRC will need  
4219 to engage the Federal partners and coordinate efforts to provide targeted assistance to the  
4220 community.
- 4221 ▪ The level of the disaster impact will overwhelm the community's capacity, and the FDRC will  
4222 need to seek and engage outside parties and coordinate recovery efforts to assist the community.

#### 4223 ***Coordinate Linkages and Interdependencies***

##### 4224 **Coordination with Relevant ESFs and Other Frameworks**

4225 The NCR RSF is a complement to the response and short-term recovery efforts that take place under  
4226 the NRF. As the ESF response missions are achieved, the NCR RSF will take over long-term

4227 recovery operations, if needed, for the disaster-impacted communities. ESF #11 (Agriculture and  
 4228 Natural Resources), is a key ESF with which the NCR RSF will work closely. ESF #11 (Agriculture  
 4229 and Natural Resources) has several response and short-term recovery responsibilities, including those  
 4230 related to the protection of NCR and historical properties.

4231 Transition from ESF #11 (Agriculture and Natural Resources) response activities to NCR RSF  
 4232 recovery activities should be eased by the fact that some of the same agencies are involved in both  
 4233 activities. This will help convey institutional knowledge gained in the response phase to those  
 4234 involved in the recovery phase of a disaster. This overlapping of response and recovery phases will  
 4235 also help ensure there are no gaps. In order to achieve a smooth transition between response and  
 4236 recovery phases, NCR RSF members should be involved early in the disaster response phase to  
 4237 understand the disaster impacts on a community and its recovery needs. It is important to note that  
 4238 departments, agencies, and other organizations involved in the recovery phase may not be the same  
 4239 departments, agencies, or organizations involved in the response phase, because each phase requires  
 4240 similar but distinct skill sets. This is another reason why coordination between the NCR RSF and  
 4241 ESF #11 (Agriculture and Natural Resources) is critical.

4242 **Coordination with Other RSFs and within the Joint Field Office**

4243 The organizational structure for coordinating and managing the RSFs at a JFO are described in more  
 4244 detail in the base Recovery FIOP. RSF agency staffers deployed to work at the JFO are led by the  
 4245 FDRC directly, or with the help of a Coordination Branch Director, if needed. For guidance on how  
 4246 this structure can be scaled up or expanded to facilitate Federal coordination and the delivery of  
 4247 recovery assistance, refer to the base Recovery FIOP.

4248 Regardless of the JFO structure or scope of the disaster, if the NCR RSF is activated by FEMA, its  
 4249 activities will also need to be coordinated with the other activated RSF activities. The FDRC’s role as  
 4250 a coordinator of the activated RSFs is critical because it may enable the NCR RSF partners to  
 4251 leverage resources or capabilities to meet recovery needs in a holistic manner. For example, if a  
 4252 historic residential neighborhood is impacted, the NCR RSF will coordinate with the Housing RSF to  
 4253 address basic housing needs as well as the preservation of historic resources in the neighborhood.  
 4254 There may be disaster-impacted natural resources that also serve as community infrastructure. In this  
 4255 case, the FDRC would need to coordinate NCR RSF activities with the Infrastructure RSF activities  
 4256 to ensure the resources they both bring to the table are leveraged. The table below provides example  
 4257 scenarios where the NCR RSF partners would be coordinated by the FDRC to work with other RSFs.

4258 **Table F–4: 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 Community Planning and Capacity Building 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 activities into economic growth through tourism or other initiatives.

RSF	Potential Connection to the NCR RSF
Infrastructure	To address the rehabilitation of natural resources that may 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 waste water treatment plants may 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.

4259 In addition to the FDRC and, at times, other RSFs partners, FEMA's Community Recovery  
 4260 Assistance Specialists are deployed to disaster-impacted communities when needed. These specialists  
 4261 come from many different backgrounds. Some are hired locally. They directly engage disaster-  
 4262 impacted local, state, tribal, territorial, and insular area officials and community stakeholders in long-  
 4263 term recovery efforts. They frequently facilitate community meetings where disaster impacts and  
 4264 potential solutions are discussed. In addition to the FDRC and other RSF partners, Community  
 4265 Recovery Assistance Specialists may also assist the NCR RSF partners.

#### 4266 **Coordination with the Whole Community**

4267 RSF partners, through coordination with other agencies, organizations, and levels of government can  
 4268 facilitate assistance to help achieve a successful recovery. In addition to these organizations, other  
 4269 partners must also be engaged to support a whole-community effort to recovery. These include  
 4270 nongovernmental organizations, the nonprofit sector, the private sector, and individuals. Such an  
 4271 array of stakeholders can potentially provide technical expertise, donated supplies and/or labor, and,  
 4272 in some cases, funding support for recovery projects. The combined efforts of all levels of  
 4273 government, organizations and groups, and individuals can help foster whole-community  
 4274 contributions to recovery and help ensure a combination of perspectives and resources are drawn  
 4275 upon to enable a holistic recovery.

#### 4276 **Synchronize with Other RSFs**

4277 The NCR RSF Coordinating Agency facilitates regular communication and cooperation among  
 4278 partners and encourages cross-coordination with other RSFs so the community can better protect its  
 4279 natural and cultural resources and properties, and the recovery planning efforts can adequately  
 4280 address NCR issues.

#### 4281 **Coordinate Cross-Jurisdictional Matters**

4282 The NCR RSF partners may be requested to facilitate access to Federal programs and to provide  
 4283 coordination so that cross-jurisdictional matters are not impediments to progress.

#### 4284 **Identify Available Resources**

##### 4285 **Leverage Federal Resources and Programs**

4286 Based on the assessment, the FDRC and NCR RSF engage the appropriate partners and local/state/  
 4287 tribal/territorial stakeholders to identify funding sources and coordinate the process to improve  
 4288 leveraging opportunities.

##### 4289 **Private and other resources**

4290 The FDRC and NCR RSF work with the appropriate partners and the private sector to develop  
 4291 partnership and leverage resources in support of community disaster recovery.

4292 ***Provide Technical Assistance***

4293 **Identify Opportunities to Leverage Resource Protection through Hazard Mitigation Measures**

4294 Upon activation, the NCR RSF partners coordinate with FEMA Hazard Mitigation to identify  
4295 opportunities to leverage projects in the recovery plan through hazard mitigation funding or  
4296 programs. Effective coordination partners may significantly increase a community's chances of  
4297 identifying opportunities for leveraging support for its recovery projects.

4298 **Address Policy Issues**

4299 The FDRC encourages the NCR RSF partners to identify methods to streamline and leverage Federal  
4300 agency grant programs, applications, and incentives and communicate these programs clearly to the  
4301 affected community. Another component of this is helping disaster-impacted local, state, tribal,  
4302 territorial, and insular area communities understand how their existing policies (or lack thereof)  
4303 could be impeding recovery progress. For example, implementing certain mitigation practices may  
4304 not be possible if planning or zoning regulations are not in place. Ideally, someone already familiar  
4305 with the policies of the disaster-impacted local, state, tribal, territorial, and/or insular area community  
4306 is included in this effort.

4307 ***Support Implementation of Local and State Recovery Plans***

4308 The FDRC encourages the NCR RSF partners to support long-term community recovery planning.  
4309 The NCR RSF partners may help build support for the community's recovery efforts and help  
4310 coordinate efforts to find targeted funding sources for specialized areas such as  
4311 restoration/rehabilitation of cultural resources such as landscapes, historic structures, libraries,  
4312 museums, historical societies, records/archives repositories, and collections housed therein. Efforts  
4313 should include compliance with the Americans with Disabilities Act and Section 504 of the  
4314 Rehabilitation Act.

4315 ***Transition to Steady State***

4316 As the recovery process moves forward, RSF partners and recovery teams will begin to demobilize  
4317 from the disaster-impacted communities. This demobilization of Federal resources should not  
4318 indicate to the local, state, tribal, territorial, and insular area governments, or to the disaster-impacted  
4319 community that the recovery process is over. It is important that all RSFs prepare them to carry on  
4320 the recovery process and make the transition as smooth as possible. This preparation begins  
4321 immediately upon engagement with community stakeholders, so when Federal resources are  
4322 demobilized and the JFO is closed, the local, state, tribal, territorial, and insular area governments are  
4323 prepared to manage long-term recovery on their own.

4324 Maintaining coordination with the local, state, tribal, territorial, and/or insular area community  
4325 throughout the process, especially while the disaster is active, will ensure recovery efforts are  
4326 maintained into the future. The engagement of the NCR RSF is, in many ways, a capacity-building  
4327 process that allows local, state, tribal, territorial, and insular area agencies to gain an understanding  
4328 of the resources available to them and to manage the recovery process. For example, in the case of a  
4329 disaster on tribal lands, if the Bureau of Indian Affairs has a program that might address an  
4330 infrastructure issue, the RSF can advise the disaster-affected tribe on the steps needed to leverage the  
4331 program. This will prepare the tribe to manage the project after RSF demobilization.

4332 In some instances, recovery needs may be issues that existed before the disaster but were amplified  
4333 by disaster impacts. For example, certain cultural resources may have already been in disrepair, and  
4334 it is possible the community was already working with the appropriate agency or other organizations  
4335 to address the issue(s). In this case, the local, state, tribal, territorial, or insular area community may

4336 already be prepared to continue addressing the issue, but may need guidance to address the greater  
 4337 impacts caused by the disaster.

4338 Regardless of a disaster’s scope, local primacy is critical to the recovery process. This involves both  
 4339 allowing the impacted community to lead recovery efforts and preparing them to maintain that  
 4340 leadership in the long-term.

4341 **Roles and Capabilities**

4342 *Recovery Authority and Funding*

4343 Whether or not the RSF partners can be used in disaster recovery depends on the following factors:  
 4344 the type, scope, location and seasonal timing of the disaster; the extent of damages and destruction it  
 4345 has caused; the natural and cultural resources and historic properties adversely impacted; and the  
 4346 timeframe, scope, and cost of subsequent recovery efforts and projects. In addition, the availability of  
 4347 many NCR RSF partners to devote time or deploy staff to assist community recovery is constrained  
 4348 by several realities. Among these constraints: the primary mission of staff is the conduct of base  
 4349 programs (as authorized by statute and funded by applicable appropriations) and the relative nexus of  
 4350 programs and/or land management units to the affected disaster area’s damaged resources may be  
 4351 limited. The extent to which DOI and other NCR RSF partners can accept MAs for recovery work  
 4352 depends on the degree to which they can be adequately reimbursed by FEMA’s Disaster Fund for  
 4353 assistance/work. Moreover, there is a need for FEMA (and its FDRC) to clearly specify the  
 4354 work/expertise requested of DOI and other NCR RSF partners. This is required to make sure the  
 4355 NCR RSF partners can wisely respond to FEMA’s requests and efficiently address the recovery  
 4356 needs of the affected local communities.

4357 *Capabilities and Resources of Member Departments and Agencies*

4358 The table below outlines the types of potential resources and capabilities that different RSF member  
 4359 agencies and Supporting Organizations may contribute to a community’s recovery effort.

4360 **Table F–5: 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>

4361

**Table F–6: 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 and NHPA compliance.</li> <li>▪ Stabilizes drastically-disturbed landscapes, restores damaged/highly-eroded watersheds, and provides project management.</li> <li>▪ Provides tribal consultation and coordination through the Tribal Assistance Coordination Group and provides technical assistance to tribes to develop policies and procedure 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>

4362

**Table F-7: 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 state, local, 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/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>▪ Provides 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 state and local 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> <li>▪ Provides guidance on Chemical Facilities Anti-Terrorism Standards, which has chemical information and regionally based inspectors.</li> </ul>
General Services Administration	<ul style="list-style-type: none"> <li>▪ Provides facility space for archives/records, which may need temporary storage to government partners at all levels.</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
<p>Institute of Museum and Library Services</p>	<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>
<p>Library of Congress</p>	<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>
<p>National Archives and Records Administration</p>	<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>

Supporting Organization	Functions
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 the Heritage Emergency National Task Force (an NCR RSF Supporting Organization), which is managed by Heritage Preservation, a national nonprofit organization dedicated to preserving the cultural heritage of the United States.</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>
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>

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4364 Summarized below are descriptions of the categories of assistance potentially available to help  
 4365 disaster-impacted communities address NCR recovery needs.

## 4366 Technical Assistance Options

4367 There are a variety of technical assistance options that might be offered depending on the scale and  
4368 type of disaster and the community capacity to address disaster impacts, among other factors. In  
4369 some instances, FEMA may have to issue a reimbursable MA to another Federal agency to secure  
4370 technical assistance, but portions of each option may possibly be accomplished through close  
4371 coordination with local, state, tribal, territorial, and/or insular area partners. Many of the following  
4372 options would benefit from local knowledge. These options include, but are not limited to, the  
4373 following:

- 4374 ▪ Impact Assessments: Help communities identify the extent of the disaster impacts on natural and  
4375 cultural resources , and assess their post-disaster condition.
- 4376 ▪ Program Applications: Provide assistance or subject matter expertise regarding the eligibility of a  
4377 recovery project to apply for assistance from various external programs.
- 4378 ▪ Addressing Policy Issues: Help communities work through policy issues/conflicts that may  
4379 contradict the goals of rehabilitation and recovery.
- 4380 ▪ Hazard Mitigation: As hazard mitigation is one of the goals of recovery, some NCR RSF partners  
4381 may be able to provide technical assistance to help communities address hazard mitigation  
4382 measures in their recovery projects.

4383 The role of the NCR RSF is to facilitate a coordinated approach to identifying technical assistance  
4384 options as well as the agency or local, state, tribal, territorial or insular area stakeholder partnership  
4385 best suited to address the situation. In many cases, technical assistance can be delivered remotely by  
4386 NCR RSF agencies and organizations.

## 4387 Funding Options

4388 There may be opportunities for certain recovery projects that repair, restore, or mitigate damaged  
4389 NCR to be funded by external sources, though it should be noted that when this funding exists,  
4390 acquiring financial assistance can be competitive. In some cases, NCR RSF partners may be able to  
4391 identify funding sources (e.g., loans, grants) and provide technical assistance to make funding  
4392 applications competitive. Other private sources of funding should also be explored. For example, the  
4393 private sector may be able to deliver funding to support recovery efforts, or leverage resources from  
4394 their partners or other connections to assist in fundraising.

- 4395 ▪ Financial Assistance: Help communities identify and take advantage of loan programs, grants,  
4396 and other funding mechanisms NCR RSF agencies/partners may have available to address certain  
4397 NCR recovery needs.
- 4398 ▪ Support to Obtain Funding: Help communities identify and potentially obtain financial assistance  
4399 that may be available from sources outside the NCR RSF agencies/partners.

4400 Because no NCR RSF programs exist to provide funding specifically to address disaster recovery, no  
4401 NCR RSF agency/partner is committed by this document to deliver financial assistance to disaster-  
4402 impacted communities for recovery purposes.

## 4403 Field Support

4404 Subject to the constraints noted previously, there may be some opportunities for subject matter  
4405 experts from NCR RSF agencies/partners to deploy one or more of their staff to a disaster-impacted  
4406 community to provide on-site field support. As previously mentioned, this depends greatly on a  
4407 variety of factors, which may include the clearly demonstrated and described need for well-defined

4408 support, the capacity of an organization to provide available staff to support recovery efforts for a  
4409 clearly determined length of time, and the existence of resource and funding constraints. Similar to  
4410 the constraints affecting potential funding options discussed above, no NCR RSF agency or partner is  
4411 committed by this document to deliver field support to disaster-impacted communities for recovery  
4412 purposes, unless the need is clearly demonstrated and the capacity, funding, and appropriate  
4413 mechanisms are in place.

## 4414 Related Resources

4415 Other documents that may be used for reference include the following:

- 4416 ■ The NDRF provides the overall operating principles, key players, and coordinating structures that  
4417 guide and support Federal disaster recovery efforts. The concepts of the FDRC and the RSFs are  
4418 first introduced in the NDRF.
- 4419 ■ The NRF provides guidance for Emergency Response Functions in place immediately following  
4420 a disaster (the response phase). The NRF is a useful tool for professionals involved with either  
4421 response or recovery, because it provides both response guidance and recovery background. The  
4422 NDRF complements the NRF because it provides a transition from response to recovery. Since  
4423 immediate response eventually becomes long-term recovery, an understanding of both is  
4424 essential to understanding how to address disaster impacts.
- 4425 ■ The information included in the Guide to Navigating FEMA and SBA Disaster Aid for Cultural  
4426 Institutions is meant as a general guide for cultural institutions seeking Federal funding to aid  
4427 disaster response and recovery.
- 4428 ■ The National Infrastructure Protection Plan is the Federal framework for the protection of  
4429 infrastructure.

4430 Natural resource concerns and regulatory structures vary by region and state and can have profound  
4431 implications on coordination efforts. Identifying useful sources of information will be an important  
4432 first step in the coordination process.

- 4433 ■ Sources of Federal Data
  - 4434 ● U.S. Fish and Wildlife Service (USFWS)—data on occurrence of Federally listed plants and  
4435 wildlife
  - 4436 ● USFWS National Wetland Inventory—locations of wetlands  
4437 (<http://www.fws.gov/wetlands/Data/Mapper.html>)
  - 4438 ● NOAA National Marine Fisheries Service—data on occurrence of anadromous fish
  - 4439 ● NOAA National Ocean Service—expertise and assistance on coral reefs and coral reef  
4440 ecosystems
  - 4441 ● NOAA National Environmental Satellite, Data and Information Service—airial mapping and  
4442 satellite remote sensing for damage assessment
  - 4443 ● NOAA Office of Marine and Aviation Operations—hydrographic, oceanographic, and aerial  
4444 mapping and sensing for damage assessment
  - 4445 ● NOAA National Weather Service - expertise and assistance in weather, water, and climate  
4446 information

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- 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.

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## 4456 Appendix A: Definitions

4457 **Access and Functional Needs:** Persons who may have additional needs before, during, and after an  
4458 incident in functional areas, including but not limited to, maintaining independence, communication,  
4459 transportation, supervision, and medical care. These may include those individuals who have  
4460 disabilities; live in institutionalized settings; are seniors; are children; are from diverse cultures; have  
4461 limited English proficiency or are non-English speaking; or are transportation disadvantaged.

4462 **Access/Accessible:** Equal opportunity to participate in and benefit from, and integration for,  
4463 individuals with disabilities to fully and equally enjoy the goods, services, programs, privileges,  
4464 advantages, accommodations, and facilities used across emergency management activities. A site,  
4465 building, facility, or portion thereof that complies with the applicable architectural standards and  
4466 otherwise provides program accessibility.

4467 **Activation:** When a Federal (agency) recovery asset is asked to provide support to an actual or  
4468 potential disaster incident from their primary work location (i.e., participate in information sharing  
4469 teleconferences, video teleconferences, and email communication).

4470 **All-of-Nation:** See Whole Community.

4471 **Animals:** Animals include household pets, service and assistance animals, companion animals,  
4472 working dogs, agricultural animals/livestock, wildlife, and other animals (including exotics, zoo  
4473 animals, animals used in research, and animals housed in congregate settings such as shelters, rescue  
4474 organizations, breeders, and sanctuaries) within a jurisdiction.

4475 **Capability Targets:** The performance threshold(s) for each core capability.

4476 **Capacity:** A combination of all the strengths and resources available within a community, society or  
4477 organization that can reduce the level of risk, or the effects of a disaster. (From the United Nations  
4478 International Strategy for Disaster Reduction.)

4479 **Capacity Building:** Efforts aimed to develop human skills or societal infrastructure within a  
4480 community or organization needed to reduce the level of risk, or the effects of a disaster. (From the  
4481 United Nations International Strategy for Disaster Reduction.)

4482 **Catastrophic Incident:** Any natural or manmade incident, including terrorism, which results in  
4483 extraordinary levels of mass casualties, damage, or disruption that severely affects the population,  
4484 infrastructure, environment, economy, national morale, and/or government functions. A catastrophic  
4485 incident could result in sustained national impacts over a prolonged period of time; almost  
4486 immediately exceeds resources normally available to local, state, tribal, territorial, insular area, and  
4487 private sector authorities in the impacted area; and significantly interrupts governmental operations  
4488 and emergency services to such an extent that national security could be threatened.

4489 **Community:** A network of individuals and families, businesses, governmental and nongovernmental  
4490 organizations, and other civic organizations that reside or operate within a shared geographical  
4491 boundary and may be represented by a common political leadership at a regional, county, municipal,  
4492 or neighborhood level.

4493 **Community Development Block Grants:** A flexible program through which HUD provides  
4494 communities with resources to address a wide range of unique community development needs. In  
4495 response to Presidentially declared disasters, Congress may appropriate additional funding for the  
4496 CDBG program to fund Disaster Recovery grants to rebuild the affected areas and provide seed  
4497 money to start the recovery process. Disaster Recovery grants often supplement disaster programs of  
4498 the FEMA, the SBA, and the USACE.

- 4499 **Core Capabilities:** Distinct critical elements necessary to achieve the National Preparedness Goal.
- 4500 **Critical Infrastructure:** Systems and assets, whether physical or virtual, so vital that the incapacity  
4501 or destruction of such may have a debilitating impact on the security, economy, public health or  
4502 safety, environment, or any combination of these matters, across any local, state, tribal, territorial,  
4503 insular area, and Federal jurisdiction.
- 4504 **Cultural Resources:** Aspects of a cultural system that are valued by or significantly representative  
4505 of a culture or that contain significant information about a culture. Cultural resources may be tangible  
4506 entities or cultural practices. Tangible cultural resources are categorized as districts, sites, buildings,  
4507 structures, and objects for the NRHP and as archeological resources, cultural landscapes, structures,  
4508 museum objects and archives, and ethnographic resources for Federal management purposes. Also  
4509 includes cultural items as that term is defined in Section 2(3) of the Native American Graves  
4510 Protection and Repatriation Act [25 U.S.C. § 3001(3)]; and archeological resources, as that term is  
4511 defined in Section 3(1) of the Archaeological Resources Protection Act of 1979 [16 U.S.C. §  
4512 470bb(1)].
- 4513 **Cybersecurity:** Encompasses the cyberspace global domain of operations consisting of the  
4514 interdependent network of information technology infrastructures, and includes the Internet,  
4515 telecommunications networks, computer systems, and embedded processors and controllers in  
4516 critical industries. The cybersecurity core capability is the means for protecting cyberspace from  
4517 damage, unauthorized use, or exploitation of electronic information and communications systems and  
4518 the information contained therein to ensure confidentiality, integrity, and availability.
- 4519 **Debris:** The remains of something broken down or destroyed.
- 4520 **Deployment:** The mobilization of Federal recovery assets to the field in support of recovery  
4521 operations.
- 4522 **Domestic Resilience Group:** The Federal Assistant Secretary-level Interagency Policy Committee  
4523 supporting the Homeland Security Council in the development and implementation of national  
4524 policies relating to resilience, such as continuity; mitigation; disaster recovery and response; and  
4525 related issues.
- 4526 **Functional Needs:** The needs of an individual who, under usual circumstances, is able to function on  
4527 their own or with support systems. However, during an emergency, barriers are presented to  
4528 independence that threaten individual security.
- 4529 **Historic Properties:** Any prehistoric or historic district, site, building, structure, or object included  
4530 in, or eligible for inclusion in the NRHP, including artifacts, records, and material remains related to  
4531 such district, site, building, structure, or object. [16 U.S.C. § 70(w)(5)]
- 4532 **Individual Assistance:** IA includes a variety of programs available to individuals and households  
4533 adversely affected by a major disaster or an emergency. These programs are designed to help meet  
4534 disaster applicants' sustenance, shelter, and medical needs during their path to recovery. IA disaster  
4535 assistance can include Mass Care and Emergency Assistance, Voluntary Agencies Individuals and  
4536 Households Program, SBA, Disaster Unemployment Assistance, Crisis Counseling Services, and  
4537 Disaster Legal Services. Some programs are available even if there is not a declared disaster.
- 4538 **Individual with Disability:** The term refers to a person (child or adult) who has a physical or mental  
4539 impairment that substantially limits one or more major life activities; a person who has a history or  
4540 record of such impairment; or a person who is perceived by others as having such impairment. The  
4541 term "disability" has the same meaning as that used in the Americans with Disabilities Act  
4542 Amendments Act of 2008, P.L. 110—325, as incorporated into the Americans with Disabilities Act.

4543 See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the  
4544 Americans with Disabilities Act. State laws and local ordinances may also include individuals  
4545 outside the Federal definition. Children and adults may have physical, sensory, mental health,  
4546 cognitive and/or intellectual disabilities resulting in access and functional needs and may require  
4547 assistance to maintain independence.

4548 **Individual with Limited English Proficiency:** An individual who does not speak English as his/her  
4549 primary language and who has a limited ability to read, write, speak, or understand English.

4550 **Infrastructure:** Those systems and facilities in both the public and private sector that are essential to  
4551 the Nation's security, public health and safety, economic vitality, and way of life. The Nation's  
4552 infrastructure is composed of 16 primary sectors such as water, transportation, communications,  
4553 dams, energy, and emergency services to name a few. Although infrastructure systems are defined  
4554 and may operate independently, there are many interdependencies between the 16 sectors and their  
4555 associated systems and facilities that need to be considered in making a community, state, or region  
4556 whole following a major disaster.

4557 **Interagency Policy Committees:** The National Security Council Interagency Policy Committees are  
4558 the main day-to-day forum for interagency coordination of national security policy.

4559 **Intermediate Recovery:** Phase of recovery that involves returning individuals, families, critical  
4560 infrastructure, and essential government or commercial services to a functional, if not pre-disaster,  
4561 state. Such activities are often characterized by temporary actions that provide a bridge to permanent  
4562 measures.

4563 **Long-Term Recovery:** Phase of recovery that may continue for months or years and addresses  
4564 complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or  
4565 destroyed social, economic, natural and built environments; and a move to self-sufficiency,  
4566 sustainability, and resilience.

4567 **Long-Term Recovery Groups:** Composed of representatives from disaster response and/or recovery  
4568 agencies who individually address survivor needs as cases. The cases are presented in the context of  
4569 a meeting when the case needs are beyond the capability of the particular agency. Long-term  
4570 recovery groups share decision making authority equally with partner organizations.

4571 **Major Disaster:** As defined by the Stafford Act, any natural catastrophe (including any hurricane,  
4572 tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption,  
4573 landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in  
4574 any part of the United States, which in the determination of the President causes damage of sufficient  
4575 severity and magnitude to warrant major disaster assistance under this act to supplement the efforts  
4576 and available resources of local and state governments and disaster relief organizations in alleviating  
4577 the damage, loss, hardship, or suffering caused thereby.

4578 **Mission Areas:** Groups of core capabilities, including Prevention, Protection, Mitigation, Response,  
4579 and Recovery.

4580 **Mission Capable:** The state of having the essential logistical, administrative, and operational field  
4581 elements in place to enable the execution of FDRC-RSF operational responsibilities.

4582 **Mitigation:** Capabilities necessary to reduce loss of life and property by lessening the impact of  
4583 disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction  
4584 projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk  
4585 reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to  
4586 reduce future risks after a disaster has occurred.

- 4587 **National Preparedness:** The actions taken to plan, organize, equip, train, and exercise to build and  
4588 sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and  
4589 recover from those threats that pose the greatest risk to the security of the Nation.
- 4590 **Natural Resources:** Land, fish, wildlife, biota, and water. Water means salt and fresh water, surface  
4591 and ground water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in  
4592 its capacity as fish and wildlife habitat.
- 4593 **Nonprofit:** An incorporated organization which exists for educational or charitable reasons, and  
4594 from which its shareholders or trustees do not benefit financially. Any money earned must be  
4595 retained by the organization, and used for its own expenses, operations, and programs. Many  
4596 nonprofit organizations also seek tax exempt status, and may also be exempt from local taxes  
4597 including sales taxes or property taxes. Also called not-for-profit organization.
- 4598 **Nongovernmental Organization:** A nongovernmental entity that serves the interests of its members,  
4599 individuals, or institutions and is not for private benefit. Nongovernmental organizations may include  
4600 faith-based and community-based organizations.
- 4601 **National Disaster Recovery Support Cadre:** Composed of disaster assistance employees  
4602 (reservists) that have been qualified for specific support positions. They support the FCO and FDRC  
4603 in planning and executing all matters concerning disaster recovery as it relates to the NDRF.
- 4604 **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of  
4605 terrorism. Prevention capabilities include, but are not limited to, information sharing and warning,  
4606 domestic counterterrorism, and preventing the acquisition or use of weapons of mass destruction  
4607 (WMD). For the purposes of the prevention framework called for in PPD-8, the term “prevention”  
4608 refers to preventing imminent threats.
- 4609 **Protection:** The capabilities necessary to secure the homeland against acts of terrorism and  
4610 manmade or natural disasters. Protection capabilities include, but are not limited to, defense against  
4611 WMD threats; defense of agriculture and food; critical infrastructure protection; protection of key  
4612 leadership and events; border security; maritime security; transportation security; immigration  
4613 security; and cybersecurity.
- 4614 **Public Assistance:** The PA Program, which is authorized by the Stafford Act and managed by the  
4615 FEMA, awards grants to assist local, state, tribal, territorial, and insular area governments and certain  
4616 private nonprofit entities with the response to and recovery from disasters. Specifically, the program  
4617 provides assistance for debris removal, emergency protective measures, and permanent restoration of  
4618 infrastructure.
- 4619 **Recovery:** Those capabilities necessary to assist communities affected by an incident to recover  
4620 effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate  
4621 interim and long-term housing for survivors; restoring health, social, and community services;  
4622 promoting economic development; and restoring natural and cultural resources.
- 4623 **Redevelopment:** Rebuilding degraded, damaged, or destroyed social, economic, and physical  
4624 infrastructure in a community, state, or tribal government to create the foundation for long-term  
4625 development.
- 4626 **Resilience:** Ability to adapt to changing conditions and withstand and rapidly recover from  
4627 disruption due to emergencies.
- 4628 **Response:** Those capabilities necessary to save lives, protect property and the environment, and meet  
4629 basic human needs after an incident has occurred.

- 4630 **Restoration:** Returning a physical structure, essential government or commercial services, or a  
4631 societal condition back to a former or normal state of use through repairs, rebuilding, or  
4632 reestablishment.
- 4633 **Risk Assessment:** A product or process that collects information and assigns a value to risks for the  
4634 purpose of informing priorities, developing or comparing courses of action, and informing decision  
4635 making.
- 4636 **Security:** The terms “secure” and “security” refer to reducing the risk to critical infrastructure by  
4637 physical means or defense cyber measures to intrusions, attacks, or the effects of natural or manmade  
4638 disasters.<sup>22</sup>
- 4639 **Short-Term Recovery:** Phase of recovery that addresses the health and safety needs beyond rescue,  
4640 the assessment of the scope of damages and needs, the restoration of basic infrastructure, and the  
4641 mobilization of recovery organizations and resources, including restarting and/or restoring essential  
4642 services (e.g., gas, water, electricity) for recovery decision making.
- 4643 **Stabilization:** The process by which the immediate impacts of an incident on community systems  
4644 are managed and contained.
- 4645 **Steady State:** A condition where operations and procedures are normal and ongoing. Communities  
4646 are considered to be at a steady state prior to disasters and after recovery are complete.
- 4647 **Sustainability:** Meeting the needs of the present without compromising the ability of future  
4648 generations to meet their own needs.
- 4649 **Traditionally Underserved Populations/Communities:** Groups that have limited or no access to  
4650 resources or that are otherwise disenfranchised. These groups may include people who are  
4651 socioeconomically disadvantaged; people with limited English proficiency; geographically isolated  
4652 or educationally disenfranchised people; people of color as well as those of ethnic and national origin  
4653 minorities; women and children; individuals with disabilities and others with access and functional  
4654 needs; and seniors.
- 4655 **Whole Community:** A focus on enabling the participation in national preparedness activities of a  
4656 wider range of players from the private and nonprofit sectors, including nongovernmental  
4657 organizations and the general public, in conjunction with the participation of all levels of government  
4658 in order to foster better coordination and working relationships. Used interchangeably with “all-of-  
4659 Nation.”

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<sup>22</sup> Presidential Policy Directive 21: Critical Infrastructure Security and Resilience.

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## 4660 Appendix B: List of Abbreviations

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4661	AET	Advance Evaluation Team
4662	C.F.R.	Code of Federal Regulations
4663	CARRI	Community and Regional Resilience Initiative
4664	CDBG	Community Development Block Grant
4665	CDFI	Community Development Financial Institution
4666	CI	Critical Infrastructure
4667	CPCB	Community Planning and Capacity Building
4668	CPD Maps	Community Planning and Development Maps
4669	DHS	Department of Homeland Security
4670	DOC	Department of Commerce
4671	DOI	Department of the Interior
4672	DOL	Department of Labor
4673	EA	External Affairs
4674	EDA	Economic Development Administration
4675	ESA	Endangered Species Act
4676	ESF	Emergency Support Function
4677	FCO	Federal Coordinating Officer
4678	FDRC	Federal Disaster Recovery Coordinator
4679	FDRO	Federal Disaster Recovery Officer
4680	FEMA	Federal Emergency Management Agency
4681	FHS	Federal Housing Administration
4682	FIOP	Federal Interagency Operational Plan
4683	H&SS	Health and Social Services
4684	HHS	Department of Health and Human Services
4685	HOME	Home Investment Partnerships Program
4686	HQ	Headquarters
4687	HUD	Department of Housing and Urban Development
4688	IA	Individual Assistance
4689	IAA	Interagency Agreements
4690	IAP	Incident Action Plan
4691	IS	Infrastructure Systems
4692	JFO	Joint Field Office

4693	LDRM	Local Disaster Recovery Manager
4694	LEP	Limited English Proficiency
4695	MA	Mission Assignment
4696	MSA	Mission Scoping Assessment
4697	NCR	Natural and Cultural Resources
4698	NDMS	National Disaster Medical System
4699	NDRF	National Disaster Recovery Framework
4700	NDRPD	National Disaster Recovery Planning Division
4701	NDRS	National Disaster Recovery Support
4702	NEPA	National Environmental Policy Act
4703	NHPA	National Historic Preservation Act
4704	NOAA	National Oceanic and Atmospheric Administration
4705	NRCC	National Response Coordination Center
4706	NRF	National Response Framework
4707	NRHP	National Register of Historic Places
4708	NVOAD	National Voluntary Organizations Active in Disaster
4709	PA	Public Assistance
4710	PPD	Presidential Policy Directive
4711	RRCC	Regional Response Coordination Center
4712	RSF	Recovery Support Function
4713	RSFLG	Recovery Support Function Leadership Group
4714	RSS	Recovery Support Strategy
4715	SBA	Small Business Administration
4716	SCO	State Coordinating Officer
4717	SDRC	State Disaster Recovery Coordinator
4718	SHPO	State Historic Preservation Office
4719	SNRA	Strategic National Risk Assessment
4720	TCO	Tribal or Territorial Coordinating Officer
4721	TDRC	Tribal or Territorial Disaster Recovery Coordinator
4722	THPO	Tribal or Territorial Historic Preservation Office
4723	TREAS	Department of the Treasury
4724	U.S.C.	U.S. Code
4725	UCG	Unified Coordination Group
4726	USACE	U.S. Army Corps of Engineers

- 4727 USDA U.S. Department of Agriculture
- 4728 USFWS U.S. Fish and Wildlife Service
- 4729 VA Department of Veterans Affairs
- 4730 VIP Very Important Person

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