

PRESIDENTIAL POLICY DIRECTIVE/PPD-8

INITIAL DRAFT—NATIONAL DISASTER RECOVERY FRAMEWORK INTERAGENCY OPERATIONAL PLAN

REVIEW PACKAGE

Attached for your review is the initial draft National Disaster Recovery Framework Interagency Operational Plan.

This document is meant to guide the execution of the National Disaster Recovery Framework (released September 2011) and includes:

- A description of critical tasks and responsibilities for delivering core recovery capabilities and achieve the desired end-state as described in the National Preparedness Goal.
- Detailed resource, personnel, and sourcing requirements.
- A more detailed concept of operations for how actions and resources will be integrated, synchronized, managed, and delivered to support Federal, state, territorial, tribal, and local recovery plans.

The enclosed initial draft represents input and ideas from a range of stakeholders within and outside the Federal Government who have been involved through working groups, outreach sessions, and targeted engagement efforts in order to develop this working draft. It also draws from lessons learned over the last decade of large-scale and catastrophic events.

With all of this work in mind, it is time to further expand the engagement of the whole community in the development of this framework. We are therefore seeking your ideas and input on this initial draft.

To ensure all feedback is properly handled, reviewers are expected to use the feedback submission form to submit your feedback. All feedback should be submitted, using the submission form, to PPD8-Engagement@fema.gov by the following deadline: **Monday, April 2, 2012 at 12:00 PM EDT**. Please include the word “**Recovery**” in the subject line.

We look forward to receiving your feedback and working in partnership with you on this important endeavor.

For further information on the PPD-8 effort, visit <http://www.fema.gov/ppd8> or send an e-mail to PPD8-Engagement@fema.gov.

1 **National Disaster Recovery Framework**
2 **Interagency Operational Plan**

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30 **Section 1: Overview**

31 **1.1 PURPOSE AND SCOPE**

32 This Interagency Operational Plan (IOP) provides guidance for implementation of the National
33 Disaster Recovery Framework (NDRF). The NDRF IOP is written to describe how the Federal
34 Disaster Recovery Coordinator (FDRC) and Recovery Support Function (RSF) agencies and
35 related entities work together with nongovernmental and private sector organizations to support
36 state, territorial, tribal and local recovery efforts. This plan also provides guidance on how the
37 recovery core capabilities and functions, from the National Preparedness Goal (NPG), integrate
38 and coordinate with those of the Prevention, Protection, Mitigation and Response Frameworks
39 and Interagency Operational Plans. While this document is primarily intended to provide
40 guidance to and serve as reference for Federal recovery support providers, it outlines linkages
41 with state, territorial, tribal and local recovery managers. Other recovery stakeholders will find
42 the IOP useful in enhancing their understanding of how the NDRF will be implemented.

43 The NDRF IOP describes:

- 44 • The organizational concept of the FDRC-RSF structure in the field and how it relates to
45 other field level organizations;
- 46 • The post-disaster FDRC and RSF activation and deployment process;
- 47 • The role of the Mitigation Advisor and program liaisons;
- 48 • The purpose and objectives of post-disaster recovery impact assessment processes;
- 49 • The parameters for developing and implementing the Recovery Support Strategy (RSS);
- 50 • The process for coordinating RSF activities and facilitating delivery of recovery support
51 resources to impacted state, territorial, tribal and local communities;
- 52 • How the FDRC and RSF structure will adapt and interface with state, territorial, tribal
53 and local recovery organizational structures;
- 54 • Considerations in determining the timeline for RSF demobilization and transition to
55 steady-state operations;
- 56 • How the NDRF IOP will integrate with the Prevention, Protection, Mitigation and
57 Response IOPs and their corresponding coordinating structures; and
- 58 • How recovery core capabilities will be delivered.

59 Additional operational guidance related to implementing the NDRF will be provided in
60 procedural level guidance documents.

61 **1.2 RECOVERY CORE CAPABILITIES**

62 The National Preparedness Goal (NPG) identifies “core capabilities” for each of the five mission
63 areas (Prevention, Protection, Mitigation, Response and Recovery). As defined in the NPG, core
64 capabilities are the “distinct critical elements necessary to achieve” goals. The NDRF IOP
65 describes how Federal departments and agencies will partner with state, territorial, tribal, local,
66 nongovernmental (NGO) and private sector resource providers to deliver the recovery core
67 capabilities.

68 This section highlights the eight recovery core capabilities. Three core capabilities are common
69 to all five mission areas: Planning, Public Information and Operational Coordination
70 (Leadership). How two of these three – Public Information and Operational Coordination
71 (Leadership) – are delivered is incorporated within the body of this document. The other six
72 core capabilities, which align with the RSFs, are addressed as annexes to the IOP. The Planning
73 core capability, as it pertains to the recovery mission area, is addressed in this IOP by the
74 Community Planning and Capacity Building RSF. The core capabilities are:

75 **Planning**

76 Conduct a systematic process engaging the whole community, as appropriate, in the
77 development of executable strategic, operational and/or community-based approaches to meet
78 defined objectives.

79 **Public Information**

80 Deliver coordinated, prompt, reliable and actionable information to the whole community
81 through the use of clear, consistent, accessible and culturally or linguistically appropriate
82 methods. Effectively relay information regarding any threat or hazard and, as appropriate, the
83 actions being taken and the assistance made available.

84 **Operational Coordination (Leadership)**

85 Establish and maintain a unified, coordinated operational structure and process that
86 appropriately integrates all critical stakeholders and supports the execution of core capabilities.

87 **Economic Recovery**

88 Return economic and business activities (including food and agriculture) to a healthy state and
89 develop new business and employment opportunities that result in a sustainable and
90 economically viable community.

91 **Health and Social Services**

92 Restore and improve health and social service networks to promote the resilience,
93 independence, health (including behavioral health) and well-being of the whole community.

94 **Housing**

95 Implement housing solutions that effectively support the needs of the whole community and
96 contribute to its sustainability and resilience.

97 **Infrastructure Systems**

98 Stabilize critical infrastructure functions, minimize health and safety threats and efficiently
99 restore and revitalize systems and services to support a viable, resilient community.

100 **Natural and Cultural Resources**

101 Protect natural and cultural resources and historic properties through appropriate planning,
102 mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them,
103 consistent with post-disaster community priorities and effective practices and in compliance
104 with appropriate environmental and historical preservation laws and executive orders.

105 **1.3 PLANNING ASSUMPTIONS**

106 Several planning assumptions inform this IOP. The activities and functions addressed may
107 occur concurrently with those addressed by the National Response Framework (NRF) or other
108 mission area Frameworks and IOPs. The IOP will not repeat non-critical concepts that are
109 covered within the Response and Mitigation Frameworks and IOPs. The concepts and
110 constructs introduced in the NDRF and the IOP may also be applicable to non-Stafford Act
111 incidents.

112 In general, the FDRC will coordinate most recovery activities from the Joint Field Office (JFO).
113 As such, the recovery mission will not duplicate the logistical and administrative support
114 functions offered within the JFO or similar offices and structures (e.g., processing centers or
115 Transitional Recovery Offices [TRO]). RSFs will not self-activate or self-deploy without Federal

116 Coordinating Officer (FCO) or FDRC direction. Federal support may be provided “virtually” or
117 remotely from other locations.

118 Recovery activities will not impede ongoing response operations. Both operations will be closely
119 coordinated to prevent duplicative activities and to promote efficient leveraging of resources.

120 Emergency Support Function #15 External Affairs will provide the coordinating structure to
121 organize and deliver the public information core capability of this IOP at the Federal level.

122 Within this document, all references to disaster-impacted communities and disaster survivors
123 are inclusive of persons with disabilities and others with access and functional needs,
124 individuals with limited English proficiency, seniors, members of underserved populations and
125 the unique needs of children (and pets, when appropriate).

126 **Section 2: Concept of Operations for Recovery Support** 127 **to State, Territorial, Tribal and Local Partners**

128 The Concept of Operations (ConOps) details the process and operational procedures necessary
129 for the FDRC and RSFs to deliver Federal resources to disaster-impacted communities.
130 Additionally, the ConOps provides guidance on how the incident-specific mission and
131 organization will be defined to facilitate coordination with state, territorial, tribal, local, NGO
132 and private Sector stakeholders.

133 **2.1 GENERAL MISSION OBJECTIVE**

134 Each community defines successful recovery outcomes differently based on circumstances,
135 challenges, recovery visions and priorities. This ConOps positions Federal recovery assets to
136 more effectively support communities achieving their definition of success. Although no single
137 definition fits all situations, the NDRF identifies conditions shared by successful recoveries:

- 138 • The community successfully overcomes the physical, emotional and environmental
139 impacts of the disaster;
- 140 • It reestablishes an economic and social base that instills confidence in the community
141 members and businesses regarding community viability;
- 142 • It rebuilds by integrating the functional needs of all residents and reducing its
143 vulnerability to all hazards facing it; and
- 144 • The entire community demonstrates a capability to be prepared, responsive and resilient
145 in dealing with the consequences of disasters.

146 Supporting communities in their pursuit of these conditions is the general mission objective of
147 the Recovery Support ConOps.

148 **2.2 MISSION AREA INTEGRATION**

149 The Recovery mission area will share resources and have operational linkages to the Prevention,
150 Protection, Mitigation and Response mission areas when implementing the NDRF. This section
151 highlights linkages for effective integration with those mission areas.

152 **MISSION AREA INTEGRATION, INTEGRATING FACTORS AND CORE**
153 **CAPABILITY LINKAGES**

154 Achieving the National Preparedness Goal requires the integration and linkage of the five
155 mission areas: Prevention, Protection, Mitigation, Response and Recovery. The relationship
156 amongst the five mission areas is depicted in Figure 1.

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



158 The principles and practices of the Prevention, Protection and Mitigation missions deter threats,
159 reduce risk and increase the resiliency and sustainability of communities. This helps to reduce
160 or eliminate the potential negative consequences of a disaster, possibly resulting in shorter and
161 more contained Recovery operations. The Recovery period is also a time of opportunity to
162 incorporate Mitigation and Protection measures during reconstruction and redevelopment
163 activities. During the recovery period after a terrorist incident, the law enforcement activities
164 under the Prevention Framework will overlap with recovery activities. The progress of economic
165 and psychological recovery can be impacted by these activities, making coordination, including
166 public information messaging, important.

167 The strongest operational interaction of the Recovery mission area is found with the Mitigation
168 and Response mission areas. Hazard mitigation concepts and principles are deeply embedded in
169 the NDRF. Previous mitigation activities will help shape the landscape for response and
170 recovery operations. The extent to which a community has previously implemented concepts of

171 mitigation directly affects the required scale of response operations. This has an exponential
172 effect that ultimately determines the scale and depth of recovery operations. The Mitigation
173 Advisor ensures the FDRC and RSFs are informed about mitigation opportunities and issues,
174 and provides a key linkage between mitigation and recovery field activities. The NDRF was
175 designed to be a companion to, and build upon, concepts and structures outlined in the National
176 Response Framework (NRF). The connection between the coordinating structures of these two
177 Frameworks is primarily functional, as opposed to a linear time progression.

178 **ESF-TO-RSF COORDINATION/RESPONSE-TO-RECOVERY**

179 As life-saving and life-sustaining requirements are met, recovery needs and issues will assume
180 greater priority. The FDRC and RSF structure will coexist, interact and, when appropriate, build
181 upon the NRF Emergency Support Functions (ESFs) organizational structure and resources.
182 While they coexist, their relationship is primarily defined by information sharing and
183 coordination of related activities. These activities will extend beyond the ESFs to other response
184 and stabilization efforts. Information shared will support Advance Assessment Teams and the
185 development of mission scoping assessment reports (to be discussed later in more detail).

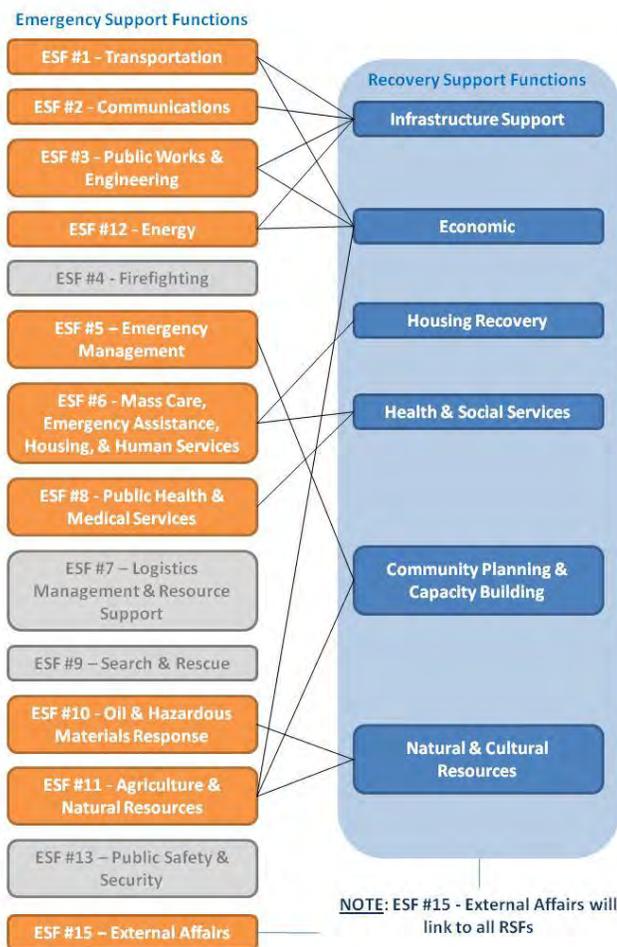
186 Figure 2 provides one example of how relationships may develop between and among the ESFs
187 and RSFs. It is essential for RSFs to connect with relevant ESFs to ensure information sharing
188 and effective coordination. The figure shows how one ESF (i.e., ESF #6) can relate to multiple
189 RSFs (Housing and HSS). In practice, the many factors unique to each disaster and the stage of
190 response and recovery operations will dictate the coordination demands between ESFs and
191 RSFs. As ESF mission objectives are met and begin to demobilize, ESF operations will integrate
192 with RSF operations.

193 There are milestones that may signal the shift from response to recovery and an increased
194 demand for coordination and information sharing. Potential signals include:

- 195 • ESF demobilization (per the FCO's direction);
- 196 • State initiation of its recovery plan or program;
- 197 • State announcement that its recovery has begun;
- 198 • State sets up its own recovery organizations; and
- 199 • Determination that the recovery needs of impacted communities exceeds their internal
200 capabilities.

201 The FDRC will monitor response operations and offer advice when those operations may have
 202 impact on recovery. The FDRC is responsible for establishing coordination protocols and
 203 liaisons with the relevant ESFs.

204 **Figure 2: Coordination and Programmatic Linkages (Example)**



NOTE: This graphic shows an example only. Depending upon the type and impacts of the incident the relevant programmatic linkages may be different. This shows potential programmatic linkages between ESFs and RSFs; it does not indicate the types of support that will be provided.

205 **MITIGATION-TO-RECOVERY**

206 The concepts of mitigation must be continuous, pre-event through recovery. Recognizing that
 207 decisions made in each phase of the emergency management cycle are informed by mitigation
 208 considerations, an activation of an FDRC triggers the establishment of the Mitigation Advisor to
 209 the FDRC. The Mitigation Advisor will contribute skill sets required to identify threats and
 210 hazards while supporting state and local decision makers in selecting lasting recovery solutions.

211 The systematic evaluation of the threats and hazards affecting the whole community and the
212 executable strategies derived from that evaluation of the community’s threats and hazards
213 through risk-based planning will inform actions taken during the recovery phase. Mitigation
214 capabilities will inform and support our interagency partners through sustained coordination
215 and collaboration with each RSF. The Mitigation Advisor, who in turn provides connectivity to
216 concurrent JFO Hazard Mitigation Branch activities, will be the primary liaison to each of the
217 RSFs to ensure coordination with pre- and post-disaster recovery plans. This integrated
218 approach will promote a resilient recovery process.

219 **2.3 OPERATIONAL ROLES AND RESPONSIBILITIES**

220 The NDRF establishes the coordinating structure to enhance recovery collaboration and
221 coordination in support of disaster-impacted communities. This IOP uses the National Incident
222 Management System (NIMS) methodology to frame an organizational structure for the FDRC
223 and Federal agency representatives within the RSFs. The FDRC is the coordinator for Federal
224 recovery efforts and works to ensure that Federal agencies’ programs and subject matter experts
225 are working together in support of the state, territorial, tribal and local needs.

226 The following section elaborates on specific positions key to providing recovery support. The
227 roles of nongovernmental organizations, the private sector, volunteer agencies and other broad-
228 ranging groups are described in Chapter 6 of the NDRF; leadership is described in Chapter 7.
229 This chapter covers the role of the Local Disaster Recovery Manager (LDRM),
230 State/Territorial/Tribal Disaster Recovery Coordinator (SDRC/TDRC) and the FDRC, which are
231 also mentioned below.

232 **FEDERAL COORDINATING OFFICER**

233 The Federal Coordinating Officer (FCO) is the senior FEMA official appointed to coordinate
234 Federal support in the response to and recovery from emergencies and major disasters. More
235 detail on the role and responsibilities of the FCO can be found in the NRF.

236 **FEDERAL DISASTER RECOVERY COORDINATOR**

237 During operations supporting Presidentially declared disasters (under the Stafford Act), the
238 FDRC will function as a deputy to the FCO, at the JFO, coordinating Federal recovery efforts on
239 the FCO’s behalf. The FEMA Administrator and Regional Administrators may delegate to the

240 FDRC any or all authorities typically delegated to an FCO, including the authority to coordinate
241 disaster recovery; direct Federal agencies to utilize their authorities and resources in support of
242 state and local recovery efforts; and issue mission assignments and sign interagency
243 agreements. (Note: Mission Assignments are a mechanism used during Stafford Act events only;
244 other mechanisms may be applicable to non-Stafford Act events.) These authorities are derived
245 from the statutory authority granted to FCOs under the Stafford Act, the authority of the
246 Disaster Recovery Manager established by Federal Regulations, and authorities found in the
247 Post-Katrina Emergency Management Reform Act. Specific procedures on the delegation of
248 these authorities by the Administrator or Regional Administrator will be provided in additional
249 operational guidance documents.

250 During non-Presidentially declared disasters, National Contingency Plan incidents, public
251 health emergencies and other wide-scale or catastrophic incidents that call for FDRC activation
252 and deployment, the FDRC will report to the designated lead Federal official.

253 The FDRC is the coordinating lead for RSF activities related to a specific disaster, providing the
254 leadership and direction that will guide all RSF activities. To this end, the FDRC can call upon
255 support staff from the NDRS Cadre to assist in the processing of the RSF activations and
256 deployments, developing the Mission Scoping Assessment Report, RSF coordination, liaisons
257 with Operations, External Affairs and other critical mission support activities.

258 The FDRC is the state, territorial, tribal and local governments' entry point for Federal recovery-
259 related matters and the primary contact for helping to identify and resolve recovery issues and
260 challenges. The FDRC supports the state, territorial, tribal and local recovery goals and
261 strategies that set the parameters within which the RSFs will operate, as embodied in the
262 Recovery Support Strategy further described in Section 2.7.

263 Upon closure of the JFO, the FDRC takes over the lead role from the FCO to continue
264 administration of Federal recovery resources for those incidents that require continued
265 interagency disaster recovery coordination. This may include establishment of a follow-on
266 recovery office or processing center.

267 Additionally, the FDRC supports non-disaster activities (i.e., "steady-state") to build regional
268 capacity, pre-disaster planning, coordination with other Federal agencies, and aid state,
269 territorial, tribal and local governments in applying the NDRF in preparation for disasters.

270 The NPG provides operational targets for each of the Recovery core capabilities. It is the
271 responsibility of the FDRC to achieve the targets for the Operational Coordination (Leadership)
272 core capability at the Federal level. The targets are:

- 273 • Establish tiered, integrated leadership and inclusive coordinating organizations that
274 operate with a unity of effort, are supported by sufficient assessment and analysis and
275 provide defined structure and decision-making processes for recovery activities; and
- 276 • Define the path and timeline for recovery leadership that effectively coordinates and uses
277 appropriate Federal, state and local assistance, as well as nongovernmental and private
278 sector resources, to achieve the jurisdiction’s objectives. This plan is to be implemented
279 within the established timeline.

280 **RECOVERY SUPPORT FUNCTIONS**

281 The six Recovery Support Functions comprise the coordinating structure for the NDRF.
282 Through these six RSFs, the Federal government structures its support for assisting state,
283 territorial, tribal, local, private sector and nonprofit agencies to work together to address
284 community recovery issues.

285 Each RSF is comprised of a Coordinating Agency, Primary Agency/Agencies and Support
286 Organizations. An RSF primary agency is a Federal agency with significant authorities, roles,
287 resources or capabilities necessary for executing elements of the RSF. Primary agencies
288 orchestrate Federal support within their functional area for an affected jurisdiction, in
289 consultation and coordination with the RSF National Coordinator. Support organizations are
290 those entities with specific capabilities or resources that support the primary agencies in
291 executing the mission of the RSF. Support organizations provide assistance when requested by
292 the RSF Field Coordinator. For more detail on the roles and responsibilities of RSFs, please see
293 their respective Annexes (Section 5).

294 **RSF NATIONAL COORDINATOR**

295 Each RSF Coordinating Agency will designate a senior level manager to serve as the RSF
296 National Coordinator. The six RSF National Coordinators will manage their respective RSFs,
297 provide access to those entities that can authorize the allocation of assets and ensure ongoing
298 communication and coordination between primary agencies and support organizations. The
299 RSF National Coordinators will also ensure coordination and communication between the

300 Federal agencies and corresponding state, territorial, tribal and local authorities and
301 nongovernmental and private sector organizations.

302 **RSF FIELD COORDINATOR**

303 The RSF Field Coordinator serves as the point person for all RSF-related matters in the field
304 during a disaster recovery operation. RSF Field Coordinators are appointed on an operation-by-
305 operation basis by the RSF National Coordinator, in consultation with RSF primary and
306 supporting agencies (this may be superseded by an RSF Coordinating Agency developing its own
307 procedure). Generally, the designation and activation of an RSF Field Coordinator is a need-
308 based determination following initial assessment activities. When deployment is required, the
309 National Coordinator will designate an RSF Field Coordinator to the JFO who will be
310 responsible for ensuring all primary and supporting agencies within the RSF are sharing
311 information in support of the community recovery efforts in the field. An RSF Field Coordinator
312 may provide support remotely. Each RSF Field Coordinator maintains robust internal
313 communications related to RSF initiatives at the field, regional and national levels and ensures
314 consistency with the strategic objectives shared by the FDRC.

315 **HAZARD MITIGATION ADVISOR**

316 The role of the Mitigation Advisor will be to work across the RSFs to:

- 317 • Integrate mitigation strategy, activities and data from pre-disaster and early disaster
318 phases into long-term recovery;
- 319 • Facilitate mitigation technical assistance to RSF staff to advance understanding of
320 mitigation concepts as they apply to their RSF;
- 321 • Provide technical assistance to RSFs in leveraging mitigation opportunities;
- 322 • Coordinate mitigation activities across RSFs to synthesize Federal processes and
323 activities suitable to community needs and hazard vulnerabilities; and
- 324 • Document and track mitigation accomplishments achieved through the work of the
325 RSFs.

326 **FEMA REGIONAL OFFICES**

327 FEMA Regional Offices are responsible for maintaining the FDRC cadre in their region and
328 coordinating their disaster recovery staff responsible for supporting the implementation of the
329 NDRF. FEMA Regional Offices will play a key role in supporting FDRCs in the establishment,
330 management and implementation of disaster recovery operations. FDRCs may continue to
331 provide remote support to states and local governments from their respective regional offices
332 after demobilization. The Regional Offices will be focal points for interagency recovery
333 preparedness and planning. They will convene regular meetings of RSF Coordinating Agency
334 regional representatives and will provide planning technical assistance to state and local
335 governments.

336 **NATIONAL DISASTER RECOVERY PLANNING DIVISION**

337 The National Disaster Recovery Planning Division at FEMA Headquarters facilitates and
338 coordinates RSF activities and recovery planning at the national level. This Division is
339 responsible for facilitating initial RSF assessments, activations and deployments and regular
340 coordination with deployed FDRCs. Additionally, it facilitates the resolution of issues from
341 disaster recovery operations that have been elevated from the field or regional levels or that have
342 national implications. The Division regularly communicates and coordinates with the six RSF
343 National Coordinators and engages them in joint planning to support implementation of the
344 NDRF.

345 **OFFICE OF FEDERAL DISASTER COORDINATION**

346 The Office of Federal Disaster Coordination (OFDC), within FEMA's Office of Response and
347 Recovery, is responsible for the overall management, credentialing and support of FEMA's field
348 leadership, including Federal Coordinating Officers (FCOs) and Federal Disaster Recovery
349 Coordinators (FDRCs).

350 **LOCAL DISASTER RECOVERY MANAGER AND STATE/TERRITORIAL/
351 TRIBAL DISASTER RECOVERY COORDINATOR**

352 The role of the Local Disaster Recovery Manager (LDRM), State/Territorial/Tribal Disaster
353 Recovery Coordinator (SDRC or TDRC) is to organize, coordinate and advance the recovery
354 at the state, territorial, tribal or local level. Their primary role is to manage and coordinate

355 community repair and redevelopment. Pages 25 to 29 of the NDRF provide more information
356 on the roles and responsibilities of the LDRM and SDRC/TDRC.

357 **PROGRAM LIAISONS**

358 It is important for the FDRC and RSFs to maintain close coordination with programs operating
359 in the field to support the disaster. Program liaisons may be established, on an ad hoc basis, to
360 mitigate, troubleshoot and coordinate exceptional challenges in the delivery of programmatic
361 assistance.

362 **EXTERNAL AFFAIRS OFFICER**

363 The External Affairs (EA) Officer works in support of the FCO and FDRC to ensure accurate,
364 actionable information is shared with all external recovery stakeholders, including the general
365 public and media, state and local partners, the private sector, nongovernmental organizations
366 and associations and members of Congress and their staff. More detail on the role of the EA
367 Officer can be found in Section 2.9.

368 **RECOVERY LIAISON**

369 The FDRC may establish recovery liaisons, in coordination with state, tribal or territorial
370 recovery managers, to provide a central point of contact to the FDRC and RSFs for communities
371 receiving Federal recovery support. Recovery liaisons can work with multiple communities or a
372 single community. Their position within a recovery support operation is depicted in Figure 5.

373 **ADVANCE ASSESSMENT TEAM**

374 Advance Assessment Teams conduct assessments, at the request of an FCO or Regional
375 Administrator, to help determine the need for an FDRC and RSFs. The composition of these
376 teams will depend on the characteristics of the disaster incident. They may include
377 representatives from one or more RSFs and may work virtually and/or on-site. In performing its
378 assessment, the team will use all available data and may request assistance from RSF agencies.
379 Mission Assignments may be used to support Advance Assessment Team activities. The Advance
380 Assessment Team will coordinate their findings with the RSFs.

381 **2.4 ACTIVATION AND DEPLOYMENT OF FDRC AND RSF**
382 **SUPPORT COMPONENTS**

383 FDRCs and RSFs will provide various types of support to state, territorial, tribal and local
384 entities, with each requiring unique levels of engagement of Federal assets. For the purposes of
385 this plan, Federal engagement can be considered in terms of three types: steady-state, activation
386 and deployment. Steady-state activities are those where Federal assets, assistance and resources
387 are leveraged through “normal” day-to-day business processes of Federal agencies. Activation is
388 when a Federal (agency) recovery asset is asked to provide support to an actual or potential
389 disaster incident from its primary work location (i.e., provide recovery support remotely or
390 “virtually”). Deployment is the mobilization of Federal recovery assets to the field in support of
391 recovery operations. Mission Assignments may be used to support activations or deployments.

392 **FEDERAL DISASTER RECOVERY COORDINATOR**

393 The FEMA Regional Administrator may designate an FDRC, at the request of an FCO, upon the
394 issuance of a major, Presidentially disaster declaration or certain emergency declarations. An
395 Advance Assessment Team, at the request of an FCO or Regional Administrator, may conduct an
396 assessment to determine the need for an FDRC and RSFs. The FCO will activate the Advance
397 Assessment Team as soon as possible after life-saving operations are concluded to ensure
398 integration of recovery issues as early as possible. The FCO will deploy the FDRC to the JFO, if
399 the FCO determines significant interagency disaster recovery resource coordination may be
400 necessary, if major issues and recovery challenges can be anticipated, and/or if the FCO
401 determines that an assessment is warranted to gain a better understanding of anticipated
402 recovery needs. The FCO will request an FDRC in consultation with the state, territorial or tribal
403 Coordinating Officer, or SDRC/TDRC, if appointed.

404 Alternatively, the FDRC may be activated and deployed in response to large-scale and
405 catastrophic disasters that may fall under different legislative authorities such as the Price-
406 Anderson Act, Clean Water Act, Oil Pollution Act or National Contingency Plan. In such cases,
407 the lead Federal agency will be responsible for activation and deployment of the FDRC. Funding
408 arrangements for these operations will be negotiated between the lead agency, FEMA and any
409 other deployed RSF agencies. For more information on supporting non-Stafford Act recovery
410 operations, see Section 2.8.

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

414 Considerations for FDRC deployment will include:

- 415 • The affected communities have suffered significant impacts and have limited capacity to
416 recover from these impacts;
- 417 • The disaster has created unique issues and challenges for community recovery,
418 reconstruction and redevelopment, such that greater coordination of Federal assistance
419 is required to meet particularly complex recovery issues that exceed the community's
420 capabilities;
- 421 • The scale of the disaster is so extensive that enhanced coordination of traditional and
422 non-traditional recovery resource providers is anticipated; and
- 423 • The impacted state, territorial, tribal or local communities may require recovery
424 planning support.

425 The FDRC will engage with the National Disaster Recovery Planning Division at FEMA
426 Headquarters and the RSF National Coordinators to provide situational awareness prior to RSF
427 activation. This may include requesting RSF National Coordinators to consolidate data
428 consistent with each agency's operations and responsibilities.

429 **RECOVERY SUPPORT FUNCTIONS**

430 The FDRC will activate RSFs in the event of a large-scale or catastrophic disaster or when
431 significant damage to a particular sector of the community is reported. This activation will be
432 based on an initial scoping of needs in consultation with the state. The length of the deployment
433 of an RSF Field Coordinator and the level of support required of each RSF will vary according to
434 the scale and scope of disaster impacts and the affected communities' capacity to recover. In
435 order for RSFs to be activated beyond Advance Assessment Team activities, an FDRC must be
436 appointed to serve as coordinator of RSF activities.

437 RSF agencies are requested by the FDRC and activated and deployed as necessary by:

- 438 • Mission Assignments (MAs);
- 439 • Interagency Agreements (IAA), when available; or

440 • Under other non-Stafford Act authorities, when appropriate.

441 Overview of RSF Activation:

442 • The Advance Assessment Team will provide recommended RSF activations to the
443 FCO/FDRC.

444 • The FDRC coordinates with RSF National Coordinators to discuss Advance Assessment
445 Team recommendations and makes a determination as to appropriate RSF activations.

446 • The FDRC notifies the relevant RSF National Coordinator of the RSF activation and
447 coordinates the issuance of a Mission Assignment (MA) by FEMA, if necessary, in
448 coordination with the FCO.

449 • Each RSF National Coordinator identifies and notifies the corresponding primary and
450 support agency representatives of their activation.

451 • The FDRC or the Advance Assessment Team reviews, compiles and shares recovery
452 assessment information from response operations to identify potential recovery issues
453 and to inform RSF activation.

454 • Each RSF will review and compile assessment information from applicable ESF reports
455 to identify potential recovery issues during response operations.

456 • The FDRC drives data collection and information sharing across the activated RSFs, with
457 support from the RSF National Coordinators.

458 • Each activated RSF National Coordinator will engage corresponding RSF agencies to
459 query their regional, field and database assets to develop a common operation picture.
460 This will inform the RSF National Coordinator's initial development of the anticipated
461 scope of impact.

462 Overview of RSF Deployment:

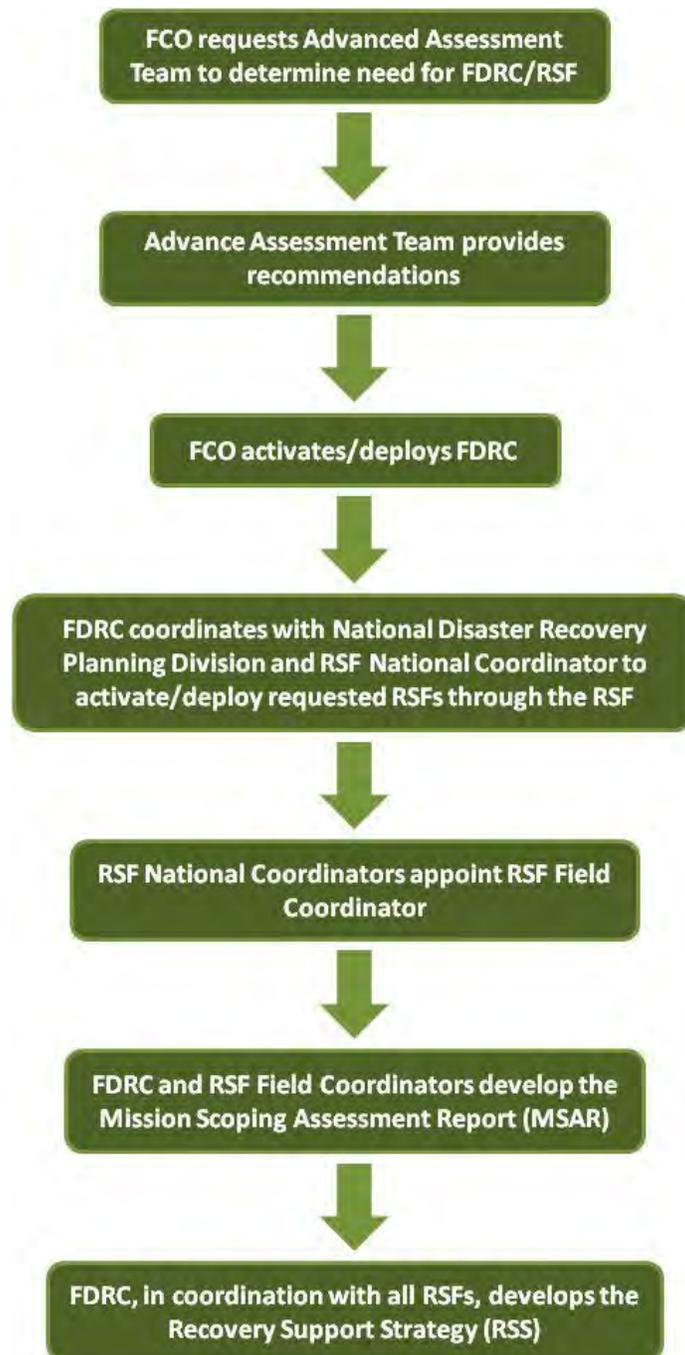
463 • RSF National Coordinators will assign RSF Field Coordinators to recovery operations, as
464 necessary.

465 • The Field Coordinator may operate out of their primary duty station, depending on the
466 task assignment and scale of the incident and at the discretion of the FDRC.

467 • In coordination with the RSF Field Coordinator, FDRCs will issue mission assignments
468 to agencies to field-deploy appropriate personnel and resources.

- 469
- If deployment is accepted by the appropriate RSF Coordinating Agency authorizing
- 470 official, other RSF primary and support organization representatives will be mission-
- 471 assigned and asked to report to the JFO or other designated facility. Acceptance of the
- 472 relevant primary agency and support organization authorizing official may be required.

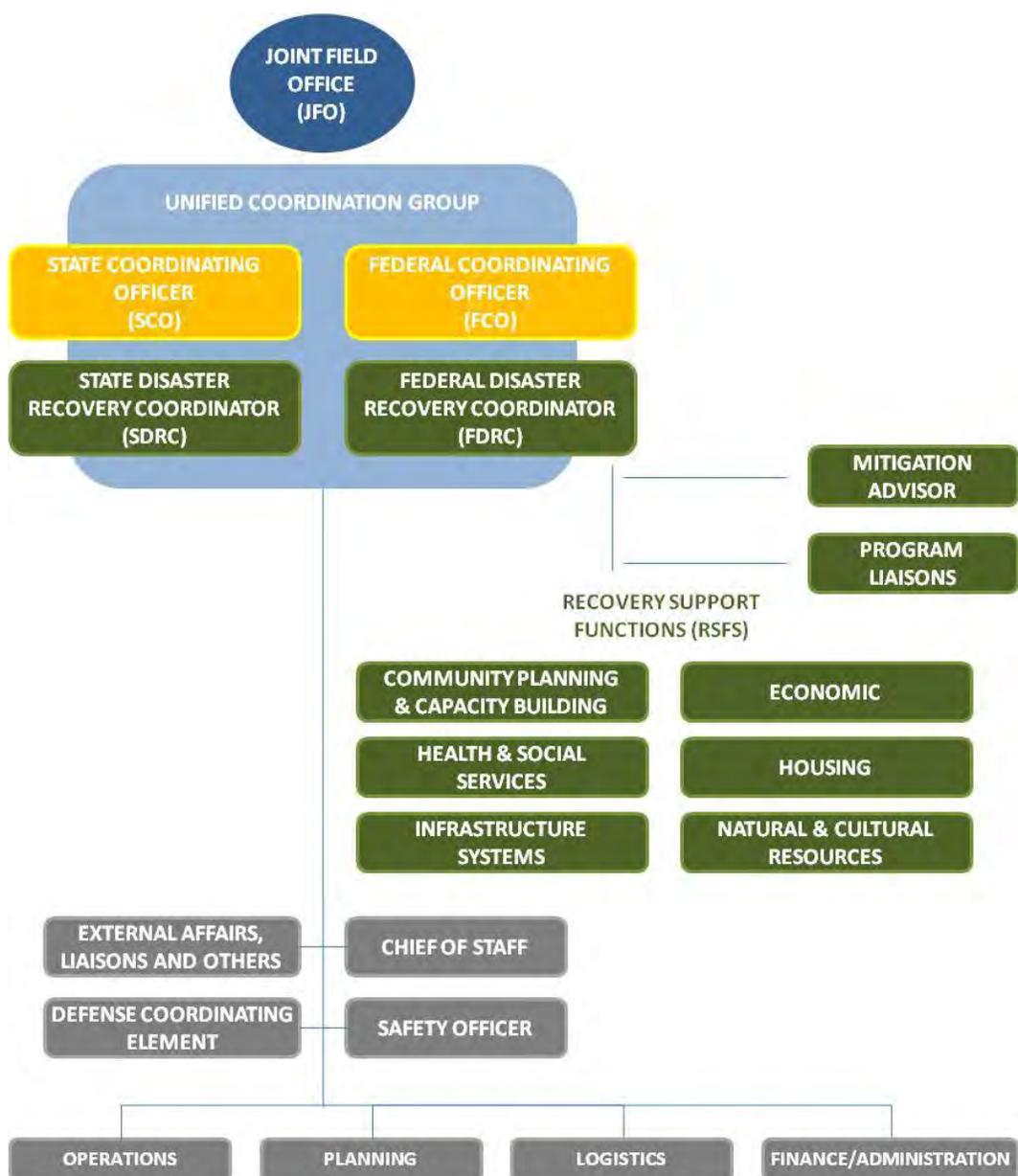
473 **Figure 3: FDRC and RSF Activation and Deployment Request Flowchart**



474 **2.5 ORGANIZATIONAL STRUCTURES FOR RECOVERY**
 475 **MANAGEMENT AND COORDINATION**

476 The FDRC has the responsibility to establish the FDRC-RSF management structure that is most
 477 appropriate to address state and local recovery issues and needs. In cases where the state has
 478 already adopted an organizational structure to address recovery efforts the RSFs will adapt to
 479 interface more effectively with the state structure, needs and objectives. Figure 4 provides a
 480 conceptual depiction of the key components of a prototypical FDRC-RSF management structure
 481 and its relationship to the JFO.

482 **Figure 4: Proto-typical FDRC RSF Management Structure**



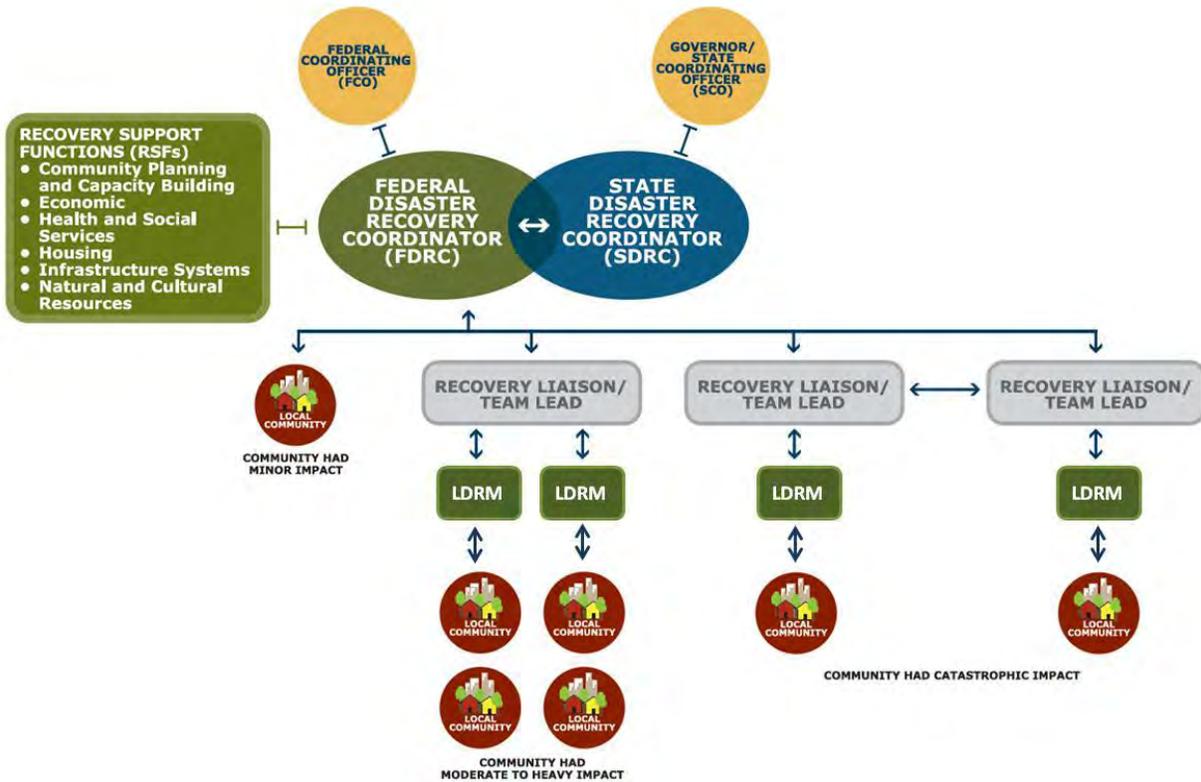
483 At the center of Federal recovery support is the FDRC, who is advised by the RSF Field
484 Coordinators. Each Field Coordinator will work within the structures established in its
485 respective annex for RSF-internal communication and decision making. Both the FDRC and the
486 RSF Field Coordinators will have access to and be informed by the Mitigation Advisor and the
487 Program Liaisons. The FDRC may also call upon other subject matter experts to provide
488 additional advice or address stakeholder needs. Most important, the FDRC will coordinate all
489 activities and collaborate with the State Disaster Recovery Coordinator (SDRC) – the primary
490 interface with the FDRC – to organize, coordinate and advance state recovery efforts (or the
491 TDRC for tribal or territorial operations). Similarly, the FDRC will coordinate with local
492 communities through the SDRC.

493 **ADAPTING TO THE SCALE OF DISASTER AND RECOVERY SUPPORT** 494 **NEEDS**

495 The FDRC-RSF management structure is designed to be scalable and adaptable, allowing for
496 Federal recovery support to be more responsive to any scale disaster and to accommodate a
497 wide range of recovery needs. While select NDRF components can be applied to address the
498 narrower needs of a less complex disaster, a disaster of catastrophic scale will most likely
499 present multiple challenges and issues that will demand the full spectrum of RSF resources.

500 In large part, establishing an appropriate organizational structure will be a function of the
501 breadth of recovery needs and the capacity of communities to meet their needs. Figure 5
502 illustrates how an organizational structure can be adapted for multiple communities with
503 varying recovery needs. The management structure may be comprised of only those RSFs that
504 have the authorities, expertise and resources most relevant to the specific disaster recovery
505 needs.

506 **Figure 5: Scaled Recovery Organization Example**



507
508

509 From the onset of the operation and based on mission scoping assessments and consultations
510 with key stakeholders, the FDRC is responsible for adapting the management structure. The
511 organizational structure will change over time as the community’s needs, and capacity to
512 address those needs, change. This requires Federal recovery support organizations to be
513 dynamic in their ability to adapt to changing needs.

514 As recovery needs evolve over time so will the organizational structure. The length of the
515 recovery effort may outlast the lifespan of the JFO. In this case, the structure will need to absorb
516 some of the responsibilities addressed by the JFO elements (e.g., administrative and logistical
517 components). This new structure may continue under the framework of a Processing Center or
518 Transitional Recovery Office setting. The FDRC will be responsible for making those
519 adjustments.

520 **2.6 FDRC-RSF COORDINATION**

521 **FDRC-RSF COORDINATION AND COLLABORATION**

522 The FDRC is responsible for coordinating the activities of the RSF Field Coordinators, managing
523 information sharing, and providing guidance and strategic direction targeted to achieve the RSS
524 objectives. While individual agencies continue to run programs and implement individual
525 authorities, the RSF Field Coordinator helps them to consider other Federal recovery efforts.

526 The primary forum for coordinating RSF activity will be routine meetings convened by the
527 FDRC and SDRC. Within the context of recovery operations, RSF Field Coordinators are
528 considered senior staff with the capacity to report on the full scope of RSF operations to the
529 FDRC. This forum will provide the FDRC and the SDRC the opportunity to be briefed by each
530 RSF Field Coordinator and to ask questions of the RSFs.

531 FDRC - RSF regular meetings will set the stage for:

- 532 • Coordinating activities across RSFs;
- 533 • Synchronizing RSF timelines;
- 534 • Tracking and measuring progress;
- 535 • Leveraging resources;
- 536 • Identifying key recovery issues;
- 537 • Promoting cross-pollination of ideas and creative approaches for dealing with complex
538 challenges;
- 539 • Addressing RSF overarching issues (in conjunction with the Mitigation Advisor);
- 540 • De-conflicting issues;
- 541 • Providing strategic guidance and direction to RSFs; and
- 542 • Discussing and addressing state and local objectives raised by the SDRC or their
543 representative.

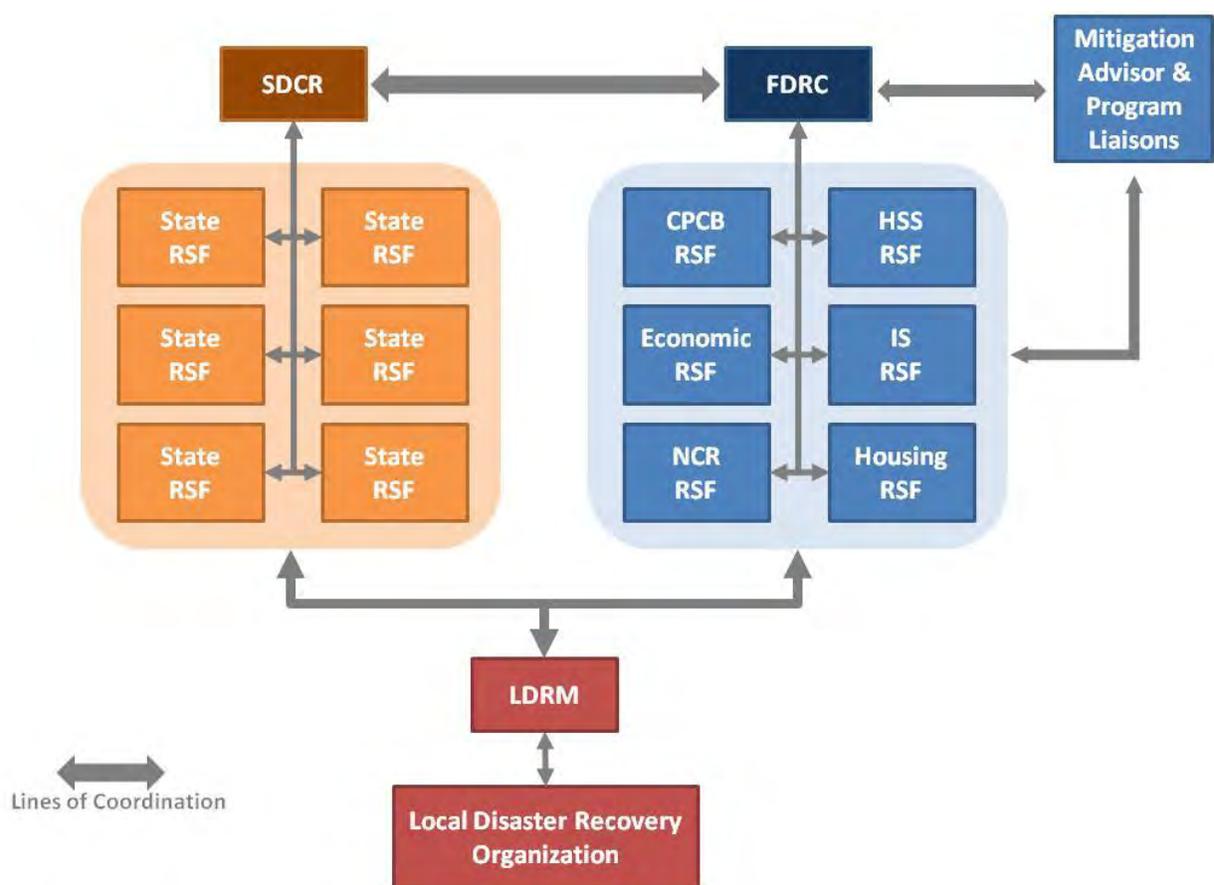
544 The FDRC is also responsible for coordinating the development of a communication strategy to
545 support information sharing, planning and coordination among the RSFs Field Coordinators.

546 The communication strategy will also ensure all stakeholders are taken into account and
547 adequate avenues for communication are accounted for during the recovery process. The FDRC

548 will determine the breadth of this strategy and the timing of its development with ESF #15 (see
549 Section 2.9 for more information on this topic).

550 In addition, coordination and information sharing between the FDRC, the RSFs, the SDRC and
551 RSF state counterparts is a key component for maximizing resources and ensuring community
552 recovery needs are effectively supported. A related objective is to have all stakeholders work in
553 concert to manage expectations and to communicate a clear, consistent and accessible message
554 to recovery stakeholders. Figure 6 conceptually depicts the coordination relationship between
555 Federal, state, territorial, tribal and local recovery organizations.

556 **Figure 6: Conceptual Coordination Structure**

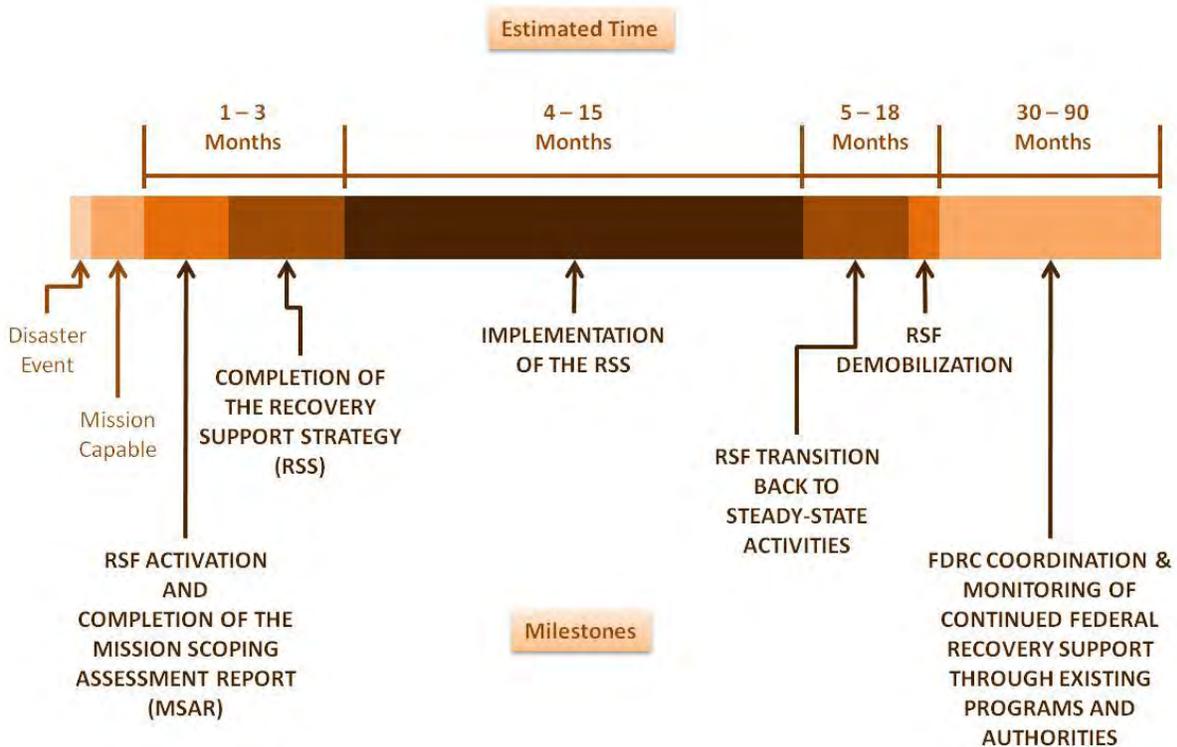


557 **2.7 CRITICAL TASKS AND ACTIVITIES FOR THE FDRC AND RSF**
558 **COMPONENTS**

559 **TASK AND ACTIVITY TIMELINE**

560 The following graphic (Figure 7) illustrates an estimated timeline of a potential RSF recovery
561 support effort, including major milestones; it serves as a temporal and sequential reference for
562 the components described in the sections to follow. The Recovery Support Strategy (RSS)
563 milestones referenced below are discussed in detail in the Mission Assessment and Support
564 Strategy Development section. This is only an example, each operation will be unique, and the
565 FDRC will drive the progress toward achieving the incident-specific milestones.

566 **Figure 7: Recovery Support Milestone Example**



567 **MISSION ASSESSMENT AND SUPPORT STRATEGY DEVELOPMENT**

568 Building upon the work of the Advance Assessment Team, the FDRC will employ a two step
569 process to scope and plan a flexible, adaptable and cost-effective approach to providing long-
570 term recovery support. The first step in the process will be the development of the Mission
571 Scoping Assessment Report (MSAR). The MSAR will serve as the foundation for the
572 development of the second step, the Recovery Support Strategy (RSS), which will detail the
573 FDRC’s approach to providing long-term recovery support that is tailored to the state and local
574 needs.

575 This two step process will be undertaken in coordination with the state, territorial or tribal
576 jurisdiction and is targeted for completion within sixty (60) days of becoming mission capable.
577 For the purposes of this IOP, mission capable will refer to having the essential logistical,
578 administrative and operational field elements in place to enable the execution of the essential
579 FDRC-RSF responsibilities, as necessary for the specific incident. The actual milestones and
580 timeline for completing the process of scoping the recovery support mission and developing the
581 strategy for executing the mission will be determined by the FDRC. Time sensitive recovery
582 actions or other special recovery assignments may need to be undertaken by the FDRC and the
583 RSF Field Coordinators in advance of completion of this two-step process.

584 **MISSION SCOPING AND IMPACT ASSESSMENT**

585 The purpose of the MSAR is to assess recovery-related impacts and the breadth of support
586 needed from each RSF. The MSAR evaluates the gaps between recovery needs and capabilities.
587 The MSAR is prepared by consolidating all available data and assessment reports (Preliminary
588 Damage Assessments, Rapid Needs Assessments, Advance Assessment Team findings and other
589 individual agency reports) from the relevant RSFs to provide a synthesis of the disaster damage
590 and the best available understanding of the anticipated impact.

591 With input from the RSFs, the FDRC will oversee the development of the report with
592 operational support from the CPCB RSF, to aggregate and summarize information. The MSAR
593 will assist the FDRC and RSFs in the process of identifying which impacted jurisdictions will
594 require enhanced Federal recovery support. The FDRC will use the MSAR as the foundation for
595 developing the RSS, which is the final step of the FDRC’s process for detailing the mission.
596 Additionally, the FDRC may utilize the MSAR to refine or adjust activation and deployment
597 activities.

598 The MSAR is prepared by consolidating all available data and assessment reporting, from the
599 response operation and relevant RSFs, to provide a synthesis of the disaster damage and the
600 best available understanding of the anticipated impact. Data and assessment reports provided
601 by the RSFs will typically be obtained by gathering information from relevant ESF reports and
602 their member agencies. Such information should include the disaster impact to persons with
603 disabilities and others with access and functional needs, individuals with limited English
604 proficiency, seniors, members of underserved populations and the unique needs of children.
605 Additionally, when appropriate, pets and other animals should be included in the assessment
606 process. The FDRC may – within the MSAR – identify the general geographic areas and the
607 functional sectors that will likely require a more in-depth assessment.

608 **DEVELOPING THE RECOVERY SUPPORT STRATEGY**

609 The Recovery Support Strategy (RSS) is the document that provides the strategy and the unified
610 approach that Federal agencies will take to support state and local governments. It is developed
611 under the leadership of the FDRC in close consultation with the relevant State/ Tribe/Territory
612 Disaster Recovery Coordinator (SDRC or TDRC). For those operations supporting a small
613 number of communities, the LDRM may be engaged in the RSS process. Otherwise, the SDRC or
614 TDRC will represent the needs and views of impacted communities. The FDRC will ensure the
615 RSS is completed in a timely manner, taking state needs, local needs and program deadlines into
616 consideration. All RSFs will contribute to the development of the RSS, with CPCB providing
617 support to aggregate and summarize information.

618 The RSS is not a state plan or local recovery plan. Rather, it describes the strategy and approach
619 that RSF agencies will take to support state, territorial, tribal and local governments, based on a
620 comprehensive assessment of disaster impacts (both actual and anticipated) and identification
621 of actual and anticipated issues. The RSS identifies which RSFs are facilitating provision of
622 needed assistance and details the objectives and milestones for coordinating Federal interagency
623 recovery support to states and localities. By doing so, it serves to integrate the resources of all
624 RSFs into a cohesive, coordinated recovery support effort aimed at assisting communities
625 recover as effectively and quickly as feasible. In all cases, the RSS objectives aim to facilitate
626 each jurisdiction's attainment of the capacity needed in order to develop, coordinate, manage,
627 lead and implement its own long-term community recovery planning and to help bridge
628 resource gaps. The RSS will provide an anticipated timeline for engaging with disaster-impacted

629 communities and the level, type and duration of RSF support to be provided to each affected
630 jurisdiction.

631 The FDRC will consult with the RSF Field Coordinators to make determinations on the duration
632 and scope of Federal recovery support. Coordination on issues that cut across jurisdictional
633 boundaries may add complexity that could lead to extended support over time. Ultimately, the
634 level of support needed will vary according to each community's capacity and the scale of the
635 disaster impact it suffers.

636 The RSS is used by the FDRC to communicate the following key elements:

- 637 • The objectives and related milestones for coordinated support;
- 638 • The jurisdiction(s) for which targeted recovery coordination support is appropriate;
- 639 • Broad description of the types and desired levels of support to be provided
- 640 • Detail on the coordination structure in the field (including relationship to state and local
641 recovery structures);
- 642 • Linkages to Nongovernmental Organizations (NGOs), service providers and private
643 sector stakeholders and providers;
- 644 • The plan for the transition of Federal recovery resources and coordination efforts back to
645 steady-state program management; and
- 646 • An estimated timeline for completing the FDRC's recovery mission by identifying key
647 actions and milestones, including targets for determining mission achievement.

648 Development of the RSS will require focused engagement of each activated RSF agency and will
649 likely require issuance of Mission Assignments or an Interagency Agreements.

650 The RSS is a dynamic document in need of regular reassessment by the FDRC, in coordination
651 with the SDRC, to reflect updated information, the addition of communities, or revised levels of
652 needed support, according to new developments and evolving needs.

653 **IMPLEMENTING THE RECOVERY SUPPORT STRATEGY**

654 After coordinating completion of the RSS with the FCO and SDRC or SCO, as appropriate, the
655 FDRC will lead the execution of the RSS in coordination with state, territorial, tribal and local
656 partners. As the conceptual timeline diagram in Figure 7 shows, RSS implementation accounts
657 for the majority of time and effort of the RSF field operation.

658 Each RSF operation will create different recovery support milestones, capabilities and timelines,
659 all of which are coordinated and monitored by the FDRC and RSFs. The FDRC and RSFs must
660 give consideration to what type of recovery support necessitates provision, methods to track the
661 effectiveness of the support being provided, and measures to ensure effective coordination and
662 collaboration. The FDRC will provide guidance and direction and ensure the strategic objectives
663 are achieved in a timely manner and in close coordination with state and local recovery partners.
664 The FDRC may use the Incident Action Planning process in place at the JFO to track short-term
665 priorities and progress toward longer-term milestones outlined in the RSS.

666 Recovery assistance efforts must help build capacity while helping to address the needs and
667 challenges of local jurisdictions. The level and type of coordination and technical assistance
668 support can take many forms, including:

- 669 • Advising on community-managed recovery efforts;
- 670 • Identification and potential leveraging of funding sources (Federal, state, private,
671 nonprofit) and other resources;
- 672 • Providing onsite technical assistance for recovery planning;
- 673 • Providing capacity building and plan implementation support;
- 674 • Identifying tasks, projects and priorities;
- 675 • Coordinating with Federal and regional stakeholders;
- 676 • Sharing lessons learned from other communities and local leaders with similar disaster
677 recovery experiences;
- 678 • Sharing Federal and state data to support local planning efforts;
- 679 • Coordinating with and among national, regional, NGO and industry stakeholders;
- 680 • Facilitating the development of strategies and recovery plans;
- 681 • Enhancing understanding of Federal and other assistance by bringing needed expertise;
- 682 • Developing a strategic approach for coordinating assistance and policies;
- 683 • Promoting inclusiveness in recovery;
- 684 • Advising on the incorporation of mitigation, sustainability and resilience building
685 measures into recovery plans and implementation; and

- 686 • Improving access to Federal funding streams and solutions to assistance gaps and
687 overlaps.

688 The FDRC will adapt the Federal support structure to most effectively support state and local
689 recovery structures. If the community needs additional technical expertise or onsite Federal
690 agency support to address recovery issues, the FDRC will collaborate with RSF Field
691 Coordinators to identify sources of short-term remote support or deployable personnel to
692 engage with state, territorial, tribal and local representatives. The FDRC will consult with the
693 RSF Field Coordinators to make determinations on the duration and scope of recovery support.

694 **ISSUE TRACKING AND MANAGEMENT**

695 The FDRC will track the progress of Federal recovery support efforts throughout the recovery
696 operation to ensure necessary adjustments in Federal support are made to reflect evolving
697 conditions and needs. Progress will be measured by completion of key tasks that are directly
698 linked to the achievement of RSS strategic goals related to the provision of recovery support.
699 Using the RSS as a guide and set of benchmarks, the FDRC will evaluate the adequacy and pace
700 of recovery support and work with respective jurisdictions to identify gaps and/or additional
701 support requirements.

702 The FDRC will ensure continual communication between Federal, state, territorial and tribal
703 representatives and local stakeholders about the status of the recovery planning process, the
704 timeline for Federal engagement and expected outcomes of the recovery support efforts.

705 **2.8 ENHANCED RECOVERY RESOURCES AND CAPABILITY FOR** 706 **NON-STAFFORD ACT EVENTS**

707 The NDRF applies to all Presidentially-declared major disasters. However, many of its concepts
708 and principles are equally valid for non-Stafford Act declared incidents that have significant
709 recovery consequences. The FDRC and the RSF organizing structures outlined in the NDRF may
710 be applied to any incident regardless of whether it results in a Presidential disaster declaration.

711 These concepts may be called upon to support actual and anticipated recovery challenges on
712 non-Stafford Act events. For those incidents where there may not be a JFO, the FDRC will be
713 activated by and report under the lead Federal official. The FDRC may apply similar
714 organizational concepts and structures as used during Stafford Act operations. The coordinating
715 structures put forth in this IOP can enhance Federal recovery resources to address evolving
716 recovery challenges and help to inform the lead Federal official.

717 The following list includes some, but not all, of the vehicles that can be used by agencies for
718 obtaining resources and enhanced capability, as well as for the financing of disaster recovery
719 activities.

- 720 • *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)*, as
721 amended. The Act is implemented through the *National Response Framework* (NRF or
722 Framework). An annual appropriations bill gives Federal agencies the authority to
723 reimburse to state and local governments.
- 724 • *The Post-Katrina Emergency Management Reform Act (PKEMRA)*. Title VI of the
725 *Department of Homeland Security Appropriations Act, 2007*, Pub. L. 109-295, 120 Stat.
726 1355 (2006), which clarified and modified the *Homeland Security Act* with respect to the
727 organizational structure, authorities and responsibilities of FEMA and the FEMA
728 Administrator.
- 729 • *The Economy Act*. 31 USC 1535-1536 (2005) authorizes Federal agencies to provide
730 goods or services, on a reimbursable basis, to other Federal agencies when more specific
731 statutory authority does not exist. (See *NWCG Handbook 2* Chapter 90 Effective 02/08
732 Page 3 of 9.)
- 733 • *Service First Legislation*. Public Laws 106-291 and 109-54 authorize the Secretaries of
734 the Interior and Agriculture to make reciprocal delegations of their respective
735 authorities, duties and responsibilities in support of the Service First initiative agency
736 wide to promote customer service and operational efficiency. Service First may be used
737 in place or in addition to the *Economy Act* to expedite interagency cooperation.
- 738 • *The National Emergencies Act*. 50 USC 1601-1651 (2005) establishes procedures for
739 Presidential declaration of a national emergency and the termination of national
740 emergencies by the President or Congress.
- 741 • *The Office of Federal Procurement Policy Act*. 41 USC 428a (2004) authorizes
742 emergency procurement authorities (1) in support of a contingency operation; or (2) to
743 facilitate the defense against or recovery from nuclear, biological, chemical or
744 radiological attack against the United States. See also Federal Acquisition Regulation
745 Part 18.2.
- 746 • *The Emergency Federal Law Enforcement Assistance Act (EFLEA)*. 42 USC 10501
747 (2006) authorizes the Attorney General, in a law enforcement emergency and upon

748 written request by a governor, to coordinate and deploy emergency Federal law
749 enforcement assistance to state and local law enforcement authorities.

- 750 • *Public Health Service Act*, 42 U.S.C. 201 et seq. forms the foundation of HHS' legal
751 authority for responding to public health emergencies. It includes a section that
752 empowers the Secretary of HHS to declare a Public Health Emergency (PHE) if he or she
753 determines, after consultation with such public health officials as necessary, that (1) a
754 disease or disorder presents a public health emergency; or (2) a public health emergency,
755 including significant outbreaks of infectious diseases or bioterrorist attacks, otherwise
756 exists. PHS Act 319.

757 **2.9 PUBLIC INFORMATION AND COMMUNICATIONS**

758 During the recovery phase, all public information and communications is coordinated through
759 Emergency Support Function #15 External Affairs (which supports all RSFs during the
760 transition to recovery). ESF #15 develops the strategic communications, messaging plans and
761 outreach strategies for disaster response and recovery. To be successful, public messaging must
762 be created and adapted to the needs of the situation. ESF #15 ensures accurate, actionable
763 information is shared with all external stakeholders, including the general public and media,
764 state and local partners, the private sector, nongovernmental organizations and associations,
765 and members of Congress and their staff. ESF #15 also identifies communities with Limited
766 English Proficiency (LEP) and Additional Communication Needs (ACN) and develops strategies
767 and materials to communicate with all populations throughout the recovery phase.

768 The NPG provides operational targets for Recovery's Public Information core capability. ESF
769 #15 will work in support of the FDRC to achieve the following targets.

- 770 • Reach all populations within the community with effective recovery-related public
771 information messaging and communications that are accessible to people with
772 disabilities and people with limited English proficiency; protect the health and safety of
773 the affected population; help manage expectations and ensure stakeholders have a clear
774 understanding of available assistance and their roles and responsibilities.
- 775 • Support affected populations and stakeholders with a system that provides appropriate,
776 current information about any continued assistance, steady-state resources for long-term
777 impacts and monitoring programs in an effective and accessible manner.

778 **ESF #15 OVERVIEW AND RECOVERY COORDINATION**

779 ESF #15 is comprised of the following components: Intergovernmental Affairs, Community
780 Relations, Congressional Affairs, Joint Information Center, Planning and Products, and Private
781 Sector outreach.

782 When ESF #15 is activated for a disaster response, the DHS Assistant Secretary for Public
783 Affairs appoints the FEMA Director of External Affairs as the ESF #15 Operations Director,
784 responsible for all Public Information and Communications. The ESF #15 Operations Director
785 designates an ESF #15 External Affairs Officer (EAO) to deploy to the JFO to serve as the
786 primary External Affairs (EA) advisor to the FCO and FDRC. During the recovery phase, the
787 EAO has a dual reporting responsibility to both the FDRC and the ESF #15 Operations Director.
788 A communications plan will be developed by the EAO to support the FDRC's recovery plan in
789 close coordination with the appropriate authorities and counterparts. For additional
790 information on the ESF #15 activation, organizational structure and components, see the ESF
791 #15 SOP.

792 Through the Planning and Products component, ESF #15 has EA Program Liaison Specialists
793 that may be assigned to work directly with Recovery to obtain information that will assist in the
794 development of the communications strategy. The specialist will serve as the primary point of
795 contact to facilitate information exchange between Recovery and External Affairs. The EA
796 Program Liaison Specialist reports to the ESF #15 Assistant External Affairs Officer for Planning
797 and Products and assists the Strategy and Messaging unit (within ESF #15) to acquire
798 information, assess communications requirements and develop/update strategic
799 communications plans accordingly. Ideally, the EA Program Liaison Specialists will have a
800 Recovery specialty and will have completed required training to support that function.

801 Another critical area of engagement with the community during its recovery is through the
802 Private Sector component of ESF #15. The Assistant External Affairs Officer for Private Sector
803 and/or Private Sector Specialist serves as a liaison to private sector organizations and partners.
804 ESF #15 Private Sector staff communicate with and proactively reach out to private sector
805 organizations in the affected areas, and work closely with and in support of state, territorial
806 tribal and local officials responsible for private sector engagement, programs and services. ESF
807 #15 Private Sector roles and responsibilities include:

- 808 • Provide strategic guidance to EAO, FCO and other leadership related to private sector
809 issues and opportunities;

- 810 • Establish and maintain contact with private sector networks, major employers and
811 universities in impacted areas, such as Chambers of Commerce, state trade and
812 professional associations and state and regional networks;
- 813 • Provide continuous response and recovery messaging to private sector organizations
814 through private sector and e-newsletter and business advisories;
- 815 • Support situational awareness by engaging with private sector in information sharing
816 efforts; and
- 817 • Help resolve private sector-related issues, elevating them to the appropriate government
818 subject matter experts.

819 Upon closure of the JFO, ESF #15 retains the External Affairs role in execution of recovery
820 activities. ESF #15 staff may remain co-located to provide support to the FDRC, or if all ESF #15
821 staff members have demobilized, the FDRC will coordinate with the corresponding Regional
822 External Affairs Director/Officer to develop and execute a strategic communications plan.

823 **2.10 TRANSITION AND RETURN TO STEADY-STATE**

824 This section addresses criteria for the demobilization and transition of RSFs to steady-state
825 operations and the corresponding role of the FDRC in that process. Demobilization is the
826 removal of assets and resources from the field. Demobilization does not necessarily signify the
827 end of a recovery support mission or associated funding, as those activities may be transitioned
828 to other forms of support. The FDRC will collaborate with RSF Field Coordinators and their
829 state, territorial, tribal or local counterparts to define the timing for transition of RSF activities
830 to remote support and/or steady-state programs. Transition from the RSF field operations does
831 not imply that Federal assistance as a whole ends.

832 Demobilization of deployed recovery assets is likely to occur in phases and by RSFs rather than
833 simultaneously, especially when multiple communities, with various types of disaster impact
834 and levels of recovery capacities, are involved.

835 Considerations for determining the timeline for transition and demobilization may include:

- 836 • The community has successfully completed its long-term recovery planning process and
837 created a recovery plan;
- 838 • The community is on track to acquire the needed internal capability and outside support
839 for implementing and managing its recovery;

- 840 • Major (RSF-specific) recovery issues have been addressed; and
- 841 • The Recovery Support Strategy milestones have been achieved.

842 An RSF completes its mission and deactivates when all the coordination and technical assistance
843 needed to accomplish the relevant RSS objectives are provided.

844 RSFs may transition to steady-state operations at one time or in phases, depending on the
845 specific needs of each situation. After RSF operations transition to steady-state, coordinated
846 Federal assistance may continue in a variety of forms. These may include:

- 847 • RSF agencies execute their day-to-day operations supporting the community's recovery
848 through existing programs;
- 849 • Agencies may provide targeted technical assistance and coordination support at the
850 request of state and local officials;
- 851 • RSF regional level staff maintain some level of additional coordination during the
852 steady-state to identify coordination opportunities and share recovery-related
853 information;
- 854 • Agencies launch new public/private partnerships tailored to disaster recovery needs; and
- 855 • Other types of support, such as: project-based support, compliance support, recovery
856 financing technical assistance, ongoing resource allocation/coordination, guidance on
857 measuring recovery progress, monitoring and improving the efficiency and effectiveness
858 of assistance, and advance hazard mitigation principles and practices in recovery
859 implementation.

860 After RSF demobilization and the transition of responsibilities to their corresponding agency
861 components, the FDRC will likely demobilize and return to his/her region, but will continue to
862 have an important role with recovery support.

863 The FDRC:

- 864 • Addresses, in coordination with appropriate departments and agencies, potential
865 obstacles and needs that were not foreseen during the RSS planning process;
- 866 • Monitors Federal support of the local recovery efforts to make sure recovery is moving in
867 the planned direction and at the right pace, which includes monitoring the efficiency and
868 effectiveness of the approach used to support and implement recovery projects;
- 869 • Documents effective practices to reduce risk and increase community resilience;

- 870 • Facilitates adjustments to the Federal approach based on ongoing recovery needs/issues
871 that may arise in recovery effort implementation, communicate changes to state/local
872 leaders to ensure concurrence and minimize disruptions, when appropriate;
- 873 • Hosts/facilitates coordination and after-action review meetings among Federal agencies,
874 NGO partners, private sector partners and state/local recovery leaders, as needed, to
875 share information, help avoid duplication, identify gaps and identify issues affecting
876 multiple agencies in delivery of recovery assistance; and
- 877 • Continues implementation and monitoring mode, providing coordination among
878 agencies, as issues arise.

879 **Section 3: Steady-State Readiness**

880 Even in the absence of a specific threat, steady-state actions such as planning, training, outreach
881 and normal day-to-day activities within departments and agencies occur. In addition to the
882 activities described in Appendices B and C of the NDRF, steady-state roles and responsibilities
883 may include:

- 884 • Maintaining situational awareness;
- 885 • Developing, reviewing, updating and exercising pre-disaster recovery plans and standard
886 operating procedures (SOP) to incorporate effective practices and lessons learned;
- 887 • Reviewing the readiness and deployment posture of personnel, resources and logistics
888 support systems;
- 889 • Pertaining to RSF primary or support agencies, preparing the Federal RSFs at the
890 national and regional levels to support and sustain the overall Federal coordinating
891 structures as established through the NDRF;
- 892 • Maintaining dialogue and communications among Federal, state, territorial, tribal and
893 local governments, the private sector and NGO partners to strengthen relationships and
894 identify shortfalls and needs;
- 895 • Conducting forums necessary to ensure regular communication amongst Recovery
896 partners (e.g., quarterly RISC meetings);
- 897 • Pre-designating key Federal officials and identifying recovery organizational structures
898 (e.g., Federal Disaster Recovery Coordinators [FDRC] and other key Recovery Staff);
- 899 • Establishing and maintaining training and credentialing programs for recovery staff,
900 including FDRC professional development;
- 901 • Developing and reviewing Pre-scripted Mission Assignments (PSMA), memorandums of
902 understanding (MOU) and interagency agreements (IA);
- 903 • Maintaining a corrective action program to evaluate exercise participation and real-time
904 recovery efforts, capturing lessons learned and making improving capabilities; and
- 905 • Ensuring the safety and health of personnel by developing and communicating a health
906 and safety plan, ensuring proper training and providing appropriate personal protective
907 equipment.

908 Additional detailed guidance for Recovery Readiness and Planning will be published in
909 *Comprehensive Preparedness Guide (CPG) 102*, which is currently under development.

910 **Section 4: IOP Development and Maintenance**

911 The IOP is a dynamic document. The National Disaster Recovery Division will maintain this
912 document and update it based on effective practices and lessons learned from field operations.

913 The maintenance cycle for this document will be every three years.

914 **Section 5: Authorities, References and Supporting**
915 **Documents**

916 **5.1 AUTHORITIES AND REFERENCES**

917 The following documents establish the doctrine and direction for this IOP. Other documents
918 that support the execution of this IOP are summarized and/or provided in Section 5,
919 “Supporting Documents and Annexes.”

920 ***The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford***
921 ***Act)*** – The Stafford Act describes the programs and processes by which the Federal government
922 provides disaster and emergency assistance to state, territorial and local governments, tribal
923 nations, eligible private nonprofit organizations and individuals affected by a declared major
924 disaster or emergency. The Stafford Act covers all hazards, including natural and technological
925 disasters and terrorist events. The Stafford Act is the primary source from which the Federal
926 Disaster Recovery Coordinator (FDRC) derives his/her authority. The FEMA Administrator and
927 Regional Administrators can delegate to the FDRC any or all authorities typically delegated to a
928 Federal Coordinating Officer.

929 ***Presidential Policy Directive 8: National Preparedness (PPD-8)*** – This directive is
930 aimed at strengthening the security and resilience of the United States through systematic
931 preparation for the threats that pose the greatest risk to the security of the Nation, including acts
932 of terrorism, cyber attacks, pandemics and catastrophic natural disasters. While this directive is
933 intended to galvanize action by the Federal government, it is also aimed at facilitating an
934 integrated, all-of-Nation, capabilities-based approach to preparedness.

935 ***National Preparedness Goal*** – The National Preparedness Goal defines the core
936 capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to
937 the security of the Nation and emphasizes actions aimed at achieving an integrated, layered and
938 all-of-Nation preparedness approach that optimizes the use of available resources. The National
939 Preparedness Goal reflects the policy direction outlined in the National Security Strategy (May
940 2010), applicable Presidential Policy Directives, Homeland Security Presidential Directives,
941 National Security Presidential Directives and national strategies, as well as guidance from the
942 Interagency Policy Committee process.

943 ***National Preparedness System*** – The National Preparedness System is the instrument the
944 Nation will employ to build, sustain and deliver those core capabilities in order to achieve the

945 goal of a secure and resilient Nation. The guidance, programs, processes and systems that
946 support each component of the National Preparedness System enable a collaborative, whole-
947 community approach to national preparedness that engages individuals, families, communities,
948 private and nonprofit sectors, faith-based organizations and all levels of government.

949 **National Planning System** – The National Planning System is a set of interrelated and
950 interdependent planning documents and processes that apply across the whole community and
951 contribute to achieving the National Preparedness Goal. The National Planning System
952 establishes a common and layered approach for synchronized planning.

953 **National Disaster Recovery Framework (NDRF)** – The NDRF is a framework that
954 enables effective recovery support to disaster-impacted state, territorial, tribal and local
955 jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate
956 in a unified and collaborative manner. It focuses on how best to restore, redevelop and revitalize
957 the health, social, economic, natural and environmental fabric of the community and build a
958 more resilient Nation.

959 **Other Mission Area Frameworks** – In addition to the Recovery Mission Area framework
960 (the NDRF), there are frameworks for the other four mission areas: Prevention, Protection,
961 Mitigation and Response. The frameworks are the overall integrators for each mission area.
962 They provide an action-oriented linkage between the policies outlined in PPD-8, the National
963 Preparedness System and the plans used to implement them. The frameworks are doctrinal
964 documents, not plans. Frameworks act as foundational guides for the development of plans in
965 each mission area.

966 **5.2 RECOVERY SUPPORT FUNCTION (RSF) ANNEXES**

967 The Recovery Support Functions (RSFs) comprise the NDRF coordinating structure for key
968 functional areas of assistance. Their purpose is to support local governments by facilitating
969 problem solving, improving access to resources and fostering coordination among Federal and
970 state agencies, nongovernmental partners and stakeholders. The RSFs, created within the
971 NDRF, bring together the core recovery capabilities of Federal departments and agencies and
972 other supporting organizations – including those not active in emergency response – to focus
973 on community recovery needs.

974 The RSFs are organized into six manageable components: Community Planning and Capacity
975 Building, Economic, Health and Social Services, Housing, Infrastructure, and Natural and
976 Cultural Resources. The NPG provides recovery capability targets for the whole of community

977 that align with the six RSFs. The RSFs are responsible for those core capabilities targets within
 978 their area of support. Table 1 provides the capability targets for each RSF.

979 **Table 1: Recovery Support Function Capability Targets**

| COMMUNITY PLANNING AND CAPACITY BUILDING CORE CAPABILITY | |
|---|---|
| 980 | <ol style="list-style-type: none"> 1. Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning. 2. Complete an initial recovery plan that provides an overall strategy and timeline, addresses all core capabilities, and integrates socioeconomic, demographic, accessibility and risk assessment considerations, which will be implemented in accordance with the timeline contained in the plan. |
| ECONOMIC CORE CAPABILITY | |
| 981 | <ol style="list-style-type: none"> 1. Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities. 2. Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of citizens. 3. Return affected areas to a sustainable economy within the specified time frame in the recovery plan. |
| HEALTH AND SOCIAL SERVICES CORE CAPABILITY | |
| 982 | <ol style="list-style-type: none"> 1. Restore basic health and social services functions. Identify critical areas of need for health and social services, as well as key partners and at-risk individuals (such as children, those with disabilities and others who have access and functional needs and populations with limited English proficiency) in short-term, intermediate and long-term recovery. 2. Complete an assessment of community health and social service needs and develop a comprehensive recovery timeline. 3. Restore and improve the resilience and sustainability of the health and social services networks to meet the needs of and promote the independence and well-being of community members in accordance with the specified recovery timeline. |

HOUSING CORE CAPABILITY

983

1. Assess preliminary housing impacts and needs, identify available options for temporary housing, and plan for permanent housing.
2. Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing, and define a timeline for achieving a resilient, accessible and sustainable housing market.
3. Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing, within the specified time frame in the recovery plan.

INFRASTRUCTURE SYSTEMS CORE CAPABILITY

984

1. Restore and sustain essential services (public and private) to maintain community functionality.
2. Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility and sustainability.
3. Provide systems that meet community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.

NATURAL AND CULTURAL RESOURCES CORE CAPABILITY

985

1. Implement measures to protect and stabilize records and culturally significant documents, objects and structures.
2. Mitigate the impacts to natural and cultural resources, stabilize those resources and preliminarily assess the impacts that identify needed protections during stabilization through recovery.
3. Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner.
4. Preserve natural and cultural resources as part of an overall community recovery, achieved through the coordinated efforts of natural and cultural resource experts and the recovery team, in accordance with the specified timeline in the recovery plan.

986 Each of the RSFs has an annex attached to the IOP. These annexes provide the operational detail
987 necessary for the RSFs to support the recovery mission and fit within the operational constructs
988 of the NDRF and the IOP.

989 **Section 6: Definitions**

990 **Access and Functional Needs** – Persons who may have additional needs before, during and
991 after an incident in functional areas, including but not limited to: maintaining independence,
992 communication, transportation, supervision, and medical care. Individuals in need of additional
993 response assistance may include those who have disabilities; live in institutionalized settings;
994 are seniors; are children; are from diverse cultures; have limited English proficiency or are non-
995 English speaking; or are transportation disadvantaged.

996 **Access/Accessible** – The suitability or adaptability of programs, services, activities, goods,
997 facilities, privileges, advantages or accommodations provided by a public or private (for-profit
998 or not-for-profit) entity, or by any entity to which it contracts for all members of the population,
999 including individuals with disabilities.

1000 **All-of-Nation** – See Whole Community.

1001 **Capability Targets** – The performance threshold(s) for each core capability.

1002 **Capacity** – A combination of all the strengths and resources available within a community,
1003 society or organization that can reduce the level of risk, or the effects of a disaster. (From the
1004 *United Nations International Strategy for Disaster Reduction*.)

1005 **Capacity Building** – Efforts aimed to develop human skills or societal infrastructure within a
1006 community or organization needed to reduce the level of risk, or the effects of a disaster. (From
1007 the *United Nations International Strategy for Disaster Reduction*.)

1008 **Catastrophic Incident** – Any natural or man-made incident, including terrorism, which
1009 results in extraordinary levels of mass casualties, damage, or disruption that severely affects the
1010 population, infrastructure, environment, economy, national morale, and/or government
1011 functions. A catastrophic event could result in sustained national impacts over a prolonged
1012 period of time; almost immediately exceeds resources normally available to local, State, Tribal,
1013 and private sector authorities in the impacted area; and significantly interrupts governmental
1014 operations and emergency services to such an extent that national security could be threatened.

1015 **Community** – A network of individuals and families, businesses, governmental and
1016 nongovernmental organizations and other civic organizations that reside or operate within a
1017 shared geographical boundary and may be represented by a common political leadership at a
1018 regional, county, municipal or neighborhood level.

1019 **Core Capabilities** – Distinct critical elements necessary to achieve the National Preparedness
1020 Goal.

1021 **Critical Infrastructure** – Systems and assets, whether physical or virtual, so vital that the
1022 incapacity or destruction of such may have a debilitating impact on the security, economy,
1023 public health or safety, environment, or any combination of these matters, across any local,
1024 State, Tribal and Federal jurisdiction.

1025 **Cultural Resources** – Aspects of a cultural system that are valued by or significantly
1026 representative of a culture or that contain significant information about a culture. Cultural
1027 resources may be tangible entities or cultural practices. Tangible cultural resources are
1028 categorized as districts, sites, buildings, structures, and objects for the National Register of
1029 Historic Places and as archeological resources, cultural landscapes, structures, museum objects
1030 and archives, and ethnographic resources for Federal management purposes. Also includes
1031 cultural items as that term is defined in section 2(3) of the *Native American Graves Protection*
1032 *and Repatriation Act* [25 USC 3001(3)]; and archeological resources, as that term is defined in
1033 section 3(1) of the *Archaeological Resources Protection Act of 1979* [16 USC 470bb(1)].

1034 **Cyber security** – Encompasses the cyberspace global domain of operations consisting of the
1035 interdependent network of information technology infrastructures, and includes the Internet,
1036 telecommunications networks, computer systems, and embedded processors and controllers in
1037 critical industries. The cyber security core capability is the means for protecting cyberspace from
1038 damage, unauthorized use, or exploitation of electronic information and communications
1039 systems and the information contained therein to ensure confidentiality, integrity, and
1040 availability.

1041 **Debris** – The remains of something broken down or destroyed.

1042 **Functional Needs** – The needs of an individual who under usual circumstances is able to
1043 function on their own or with support systems. However, during an emergency, their level of
1044 independence is challenged.

1045 **Historic Properties** – Any prehistoric or historic district, site, building, structure, or object
1046 included in, or eligible for inclusion in the National Register of Historic Places, including
1047 artifacts, records and material remains which are related to such district, site, building,
1048 structure, or object. [(16 USC Section 70(w)(5)].

1049 **Individual with Disability** – The term refers to a person (child or adult) who has a physical
1050 or mental impairment that substantially limits one or more major life activities; a person who

1051 has a history or record of such impairment; or a person who is perceived by others as having
1052 such impairment. The term “disability” has the same meaning as that used in the *Americans*
1053 *with Disabilities Act (ADA) Amendments Act of 2008, P.L. 110 – 325*, as incorporated into the
1054 ADA. See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text
1055 of the ADA. State laws and local ordinances may also include individuals outside the Federal
1056 definition. Children and adults may have physical, sensory, mental health, cognitive and/or
1057 intellectual disabilities resulting in access and functional needs and may require assistance to
1058 maintain independence.

1059 **Individual with Limited English Proficiency** – The term refers to an individual who does
1060 not speak English as his/her primary language and who has a limited ability to read, write,
1061 speak or understand English.

1062 **Intermediate Recovery** – Phase of recovery which involves returning individuals, families,
1063 critical infrastructure and essential government or commercial services to a functional, if not
1064 pre-disaster, state. Such activities are often characterized by temporary actions that provide a
1065 bridge to permanent measures.

1066 **Long-Term Recovery** – Phase of recovery that may continue for months or years and
1067 addresses complete redevelopment and revitalization of the impacted area, rebuilding or
1068 relocating damaged or destroyed social, economic, natural and built environments and a move
1069 to self-sufficiency, sustainability and resilience.

1070 **Major Disaster** – As defined by the Stafford Act, any natural catastrophe (including any
1071 hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake,
1072 volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire,
1073 flood or explosion, in any part of the United States, which in the determination of the President
1074 causes damage of sufficient severity and magnitude to warrant major disaster assistance under
1075 this act to supplement the efforts and available resources of local, State governments and
1076 disaster relief organizations in alleviating the damage, loss, hardship or suffering caused
1077 thereby.

1078 **Mission Areas** – Groups of core capabilities, including Prevention, Protection, Mitigation,
1079 Response, and Recovery.

1080 **Mitigation** – Capabilities necessary to reduce loss of life and property by lessening the impact
1081 of disasters. Mitigation capabilities include, but are not limited to, community-wide risk
1082 reduction projects; efforts to improve the resilience of critical infrastructure and key resource

1083 lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and
1084 initiatives to reduce future risks after a disaster has occurred.

1085 **National Preparedness** – The actions taken to plan, organize, equip, train, and exercise to
1086 build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of,
1087 respond to, and recover from those threats that pose the greatest risk to the security of the
1088 Nation.

1089 **Natural Resources** – Land, fish, wildlife, biota and water. Water means salt and fresh water,
1090 surface and ground water used for drinking, irrigation, aquaculture and recreational purposes,
1091 as well as in its capacity as fish and wildlife habitat.

1092 **N G O** – A nongovernmental entity that serves the interests of its members, individuals, or
1093 institutions and is not for private benefit.

1094 **Prevention** – The capabilities necessary to avoid, prevent, or stop a threatened or actual act of
1095 terrorism. For the purposes of the prevention framework called for in PPD-8, the term
1096 “prevention” refers to preventing imminent threats.

1097 **Protection** – The capabilities necessary to secure the homeland against acts of terrorism and
1098 manmade or natural disasters.

1099 **Recovery** – Those capabilities necessary to assist communities affected by an incident to
1100 recover effectively, including, but not limited to, rebuilding infrastructure systems; providing
1101 adequate interim and long-term housing for survivors; restoring health, social, and community
1102 services; promoting economic development; and restoring natural and cultural resources.

1103 **Redevelopment** – Rebuilding degraded, damaged or destroyed social, economic and physical
1104 infrastructure in a community, State or Tribal government to create the foundation for long-
1105 term development.

1106 **Resilience** – Ability to adapt to changing conditions and withstand and rapidly recover from
1107 disruption due to emergencies.

1108 **Response** – Those capabilities necessary to save lives, protect property and the environment,
1109 and meet basic human needs after an incident has occurred.

1110 **Restoration** – Returning a physical structure, essential government or commercial services or
1111 a societal condition back to a former or normal state of use through repairs, rebuilding or
1112 reestablishment.

1113 **Risk Assessment** – A product or process that collects information and assigns a value to risks
1114 for the purpose of informing priorities, developing or comparing courses of action, and
1115 informing decision making.

1116 **Security** – The protection of the Nation and its people, vital interests, and way of life.

1117 **Short-Term Recovery** – Phase of recovery which addresses the health and safety needs
1118 beyond rescue, the assessment of the scope of damages and needs, the restoration of basic
1119 infrastructure and the mobilization of recovery organizations and resources including restarting
1120 and/or restoring essential services for recovery decision making.

1121 **Stabilization** – The process by which the immediate impacts of an incident on community
1122 systems are managed and contained.

1123 **Steady-State** – A state where operations and procedures are normal and ongoing.
1124 Communities are considered to be at a steady-state prior to disasters and after recovery is
1125 complete.

1126 **Sustainability** – Meeting the needs of the present without compromising the ability of future
1127 generations to meet their own needs.

1128 **Underserved Populations/Communities** – Groups that have limited or no access to
1129 resources or that are otherwise disenfranchised. These groups may include people who are
1130 socioeconomically disadvantaged; people with limited English proficiency; geographically
1131 isolated or educationally disenfranchised people; people of color as well as those of ethnic and
1132 national origin minorities; women and children; individuals with disabilities and others with
1133 access and functional needs; and seniors.

1134 **Whole Community** – A focus on enabling the participation in national preparedness activities
1135 of a wider range of players from the private and nonprofit sectors, including nongovernmental
1136 organizations and the general public, in conjunction with the participation of Federal, state, and
1137 local governmental partners in order to foster better coordination and working relationships.
1138 Used interchangeably with “all-of-Nation.”

1139 **Section 7: Abbreviations**

1140 **ADA** – *Americans with Disabilities Act*, as amended 2008

1141 **ACHP** – Advisory Council on Historic Preservation

1142 **ARC** – American Red Cross

1143 **CEQ** – Council on Environmental Quality

1144 **CIKR** – Critical Infrastructure and Key Resources

1145 **CNCS** – Corporation for National and Community Service

1146 **CRCL** – Office for Civil Rights and Civil Liberties

1147 **DHS** – Department of Homeland Security

1148 **DOC** – Department of Commerce

1149 **DOD** – Department of Defense

1150 **DOE** – Department of Energy

1151 **DOI** – Department of the Interior

1152 **DOJ** – Department of Justice

1153 **DOL** – Department of Labor

1154 **DOT** – Department of Transportation

1155 **ED** – Department of Education

1156 **EPA** – Environmental Protection Agency

1157 **ESF** – Emergency Support Function

1158 **FCC** – Federal Communications Commission

1159 **FCO** – Federal Coordinating Officer

1160 **FDRC** – Federal Disaster Recovery Coordinator

1161 **FEMA** – Federal Emergency Management Agency

1162 **GSA** – General Services Administration

1163 **HUD** – Department of Housing and Urban Development

1164 **HHS** – Department of Health and Human Services

1165 **IMLS** – Institute of Museum and Library Services

1166 **JFO** – Joint Field Office

1167 **LDRM** – Local Disaster Recovery Manager

1168 **LOC** – Library of Congress

1169 **LTCR** – Long-Term Community Recovery

1170 **MOU** – Memorandum of Understanding

1171 **NCH** – Natural and Cultural Resources and Historic Properties

1172 **NDHS** – *National Disaster Housing Strategy*

1173 **NDHTF** – National Disaster Housing Task Force

1174 **NDRF** – *National Disaster Recovery Framework*

1175 **NDRP** – National Disaster Recovery Planning

1176 **NEA** – National Endowment for the Arts

1177 **NEH** – National Endowment for the Humanities

1178 **NFIP** – National Flood Insurance Program

1179 **NGO** – Nongovernmental Organization

1180 **NIMS** – National Incident Management System

1181 **NPPD** – National Protection Programs Directorate

1182 **NRC** – Nuclear Regulatory Commission

1183 **NRF** – *National Response Framework*

1184 **NVOAD** – National Voluntary Organizations Active in Disaster

1185 **OFAs** – Other Federal Agencies

1186 **PKEMRA** – *Post-Katrina Emergency Management Act*

1187 **RISC** – Regional Interagency Steering Committee

1188 **RSF** – Recovery Support Function

1189 **SBA** – Small Business Administration

1190 **SCO** – State Coordinating Officer

- 1191 **SDRC** – State Disaster Recovery Coordinator
- 1192 **SOP** – Standard Operating Procedure
- 1193 **TDRC** – Territorial or Tribal Disaster Recovery Coordinator
- 1194 **TREAS** – Department of the Treasury
- 1195 **TVA** – Tennessee Valley Authority
- 1196 **USACE** – U.S. Army Corps of Engineers
- 1197 **USDA** – U.S. Department of Agriculture
- 1198 **VA** – Department of Veterans Affairs

1199

Community Planning and Capacity Building Recovery Support Function

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1201

*ANNEX TO THE NATIONAL DISASTER RECOVERY
FRAMEWORK*

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March 2, 2012

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1231 **Section 1: Introduction**

1232 **1.1 PURPOSE OF THE ANNEX**

1233 This annex provides guidance to Federal-level Community Planning and Capacity Building
1234 (CPCB) Recovery Support Function (RSF) leadership, members, potential partners, other RSFs
1235 and the Federal Disaster Recovery Coordinator (FDRC). This annex provides further definition
1236 of CPCB support to disaster-impacted communities and develops an integrated, holistic,
1237 accessible and simplified planning process to expedite sound decision-making and recovery
1238 management across all sectors at the local level. Detailed operational and tactical guidance for
1239 Federal CPCB personnel is provided in CPCB RSF operations guidance.

1240 **1.2 BACKGROUND**

1241 The U.S. Department of Homeland Security (DHS)/Federal Emergency Management Agency
1242 (FEMA) developed the National Disaster Recovery Framework (NDRF) to provide guidance and
1243 a flexible structure to Federal disaster recovery efforts that will facilitate problem solving,
1244 improve access to resources, and foster coordination among state and Federal agencies and
1245 nongovernmental partners and stakeholders. The NDRF will enable local field coordinators,
1246 State or Tribal Recovery Coordinators and the Federal Disaster Recovery Coordinators (FDRCs)
1247 to operate in a unified and cohesive manner. The NDRF contains six groupings of Federal
1248 agencies that provide a structure to facilitate problem solving, improve access to resources and
1249 foster coordination.

1250 These groupings, called Recovery Support Functions (RSFs), are:

- 1251 • Community Planning and Capacity Building
- 1252 • Economic
- 1253 • Health and Social Services
- 1254 • Housing
- 1255 • Infrastructure
- 1256 • Natural and Cultural Resources

1257 **Section 2: Mission and Scope of the CPCB RSF**

1258 Large, catastrophic or unique disasters are often overwhelming, even to well-resourced
1259 communities. Systems are disrupted, leadership is challenged, necessary networks do not exist
1260 and demands increase exponentially in amount and speed. When basic capabilities are
1261 exceeded, new capacities may be needed that communities are not prepared to address.
1262 Partnerships, planning processes and management systems, usually adequate for non-disaster
1263 periods of a given community, are inadequate to meet the needs of a complex and long-term
1264 recovery.

1265 The Community Planning and Capacity Building (CPCB) RSF coordinates support and helps
1266 build the recovery capacities and community planning resources of state, territorial, tribal and
1267 local governments before and after disaster events. This support focuses on enhancing
1268 governmental capabilities to plan, manage and implement disaster recovery activities effectively
1269 in large, unique or catastrophic disasters.

1270 Working under the direction of the FDRC, the CPCB RSF coordinates resources to support
1271 governmental and NGO partners and promotes a planned, holistic, inclusive, multidisciplinary
1272 and multi-sector approach to managing disaster recovery. Every recovery operation is unique.
1273 Mission objectives, timelines and outcomes are identified by the FDRC and RSF leadership
1274 based on field realities, in support of the state and its communities. The experience gained by
1275 RSF member agencies, through their assistance on a variety of recovery efforts and in
1276 supporting communities of different needs and capabilities, continually informs CPCB RSF
1277 recovery support. The CPCB RSF refines its understanding of how community systems function
1278 and the processes and support most effective in helping these systems recover in a sustainable
1279 and resilient manner through the experiences of member agencies and other recovery partners.

1280 The CPCB RSF works with key components of FEMA before a disaster, including the FEMA
1281 Preparedness Directorate and the Federal Insurance and Mitigation Administration, to
1282 coordinate the assistance to states, tribes, territories and local communities to prepare for
1283 recovery, develop capabilities, build resilience, build partnerships, and integrate hazard
1284 mitigation and sustainability principles in recovery preparations. After a disaster, this RSF
1285 coordinates the activities of Federal, non-Federal, NGO and private sector partners to provide
1286 CPCB support. The RSF provides the FDRC with organizational assistance to coordinate the
1287 application of planning and capacity resources for local governments throughout the multiple
1288 phases of a recovery operation.

1289 *CPCB Principles*

- 1290 • Tribal and local governments are the primary governmental stakeholders and decision-
1291 makers for community recovery.
- 1292 • A systematic approach to recovery increases the likelihood of successful recovery project
1293 implementation and fiscal support.
- 1294 • An integrated, holistic, accessible and simplified planning process expedites sound
1295 decision-making across all sectors at the local level expedites recovery.
- 1296 • Recovery planning should provide a forum for community input, support and informed
1297 decision-making that takes into account the needs of all community members, regardless
1298 of race, color or national origin, including those with limited English proficiency or
1299 functional and access needs.
- 1300 • Hazard mitigation and sustainability are emphasized and integrated into overall
1301 planning and recovery activity.

1302 **Section 3: CPCB RSF Member Agencies and Partners**

1303 **3.1 COORDINATING AGENCY**

1304 DHS/FEMA is the Coordinating Agency (CA) of the CPCB RSF. FEMA provides coordination
1305 and oversight through the CPCB RSF National Coordinator. The key responsibility of the CA is
1306 to ensure effective communication and coordination between CPCB RSF primary and support
1307 agencies, as well as state, territorial, tribal, local, private and NGO partners and stakeholders.
1308 The role of the CA extends through preparedness and the overlapping response and recovery
1309 phases. When required, FEMA, as the CA, identifies the CPCB RSF Field Coordinator, who
1310 reports to the FDRC.

1311 **3.2 PRIMARY AGENCIES**

1312 Primary Agencies are designated based on relevant authorities, roles, resources or capabilities
1313 related to planning, preparedness, mitigation or recovery support to state, territorial, tribal and
1314 local governments. As Primary Agencies, they are responsible for coordinating relevant Federal
1315 support, as appropriate, within an affected state or jurisdiction. This includes participating in or
1316 coordinating interagency assessments or support teams. DHS/FEMA is identified in the NDRF
1317 as the CPCB RSF primary agency.

1318 **3.3 SUPPORTING DEPARTMENTS AND AGENCIES**

1319 Supporting Federal agencies have specific capabilities or resources that support the primary
1320 agencies in executing the CPCB RSF mission. These agencies provide assistance when requested
1321 by the FDRC or DHS/FEMA as the CA:

- 1322 • Corporation for National and Community Service
- 1323 • Department of Agriculture
- 1324 • Department of Commerce
- 1325 • Department of Education
- 1326 • Department of Health and Human Services
- 1327 • Department of Homeland Security
- 1328 • Department of Housing and Urban Development

- 1329 • Department of the Interior
- 1330 • Department of Justice
- 1331 • Department of Transportation
- 1332 • Department of the Treasury
- 1333 • Environmental Protection Agency
- 1334 • General Services Administration
- 1335 • Small Business Administration

1336 Agencies identify both disaster-related and regular programs with the responsibility or technical
1337 capability to support local government capacity building and/or community planning.

1338 **3.4 NON-FEDERAL PARTNERS**

1339 Non-Federal partners comprise other governmental partners (state, territorial, tribal, local),
1340 NGO organizations and the private sector. Non-Federal government entities are critical partners
1341 for this RSF and include sector-specific associations and organizations with missions associated
1342 with CPCB RSF. These may include, but are not limited to, community-based organizations and
1343 NGO organizations that provide technical assistance or financial support to states, tribes,
1344 territories and local communities for elements of the planning process, capacity building, city or
1345 county management, and/or leadership development. NGO and private sector partners bring a
1346 wealth of perspectives and resources to support community recovery. This RSF coordinates the
1347 efforts of Federal, non-Federal and NGO efforts to aid communities with planning, management
1348 and implementation of disaster recovery and engagement of diverse populations within the
1349 affected communities in a recovery planning process. NGO and private sector partners can assist
1350 the CPCB RSF with pre-disaster identification of resources and the development of recovery
1351 tools.

1352 **NATIONAL GOVERNMENTAL ASSOCIATIONS**

1353 Associations representing various levels of governmental participants are engaged by the CPCB
1354 National Coordinator to develop partnerships and identify areas of interest for coordinating
1355 support under CPCB. Examples would include the National Association of Regional Councils,
1356 the National League of Cities or the Council of State Community Development Agencies. Key
1357 partnerships can be leveraged and coordinated to apply services, assistance and other activities

1358 to support CPCB principles and objectives. Regional CPCB coordinators engage similar or
1359 companion associations at the regional or state level to build CPCB partnerships.

1360 **STATE, TERRITORIAL, TRIBAL AND LOCAL GOVERNMENTS**

1361 Through national or regional offices, FEMA and partner CPCB agencies engage state, territorial,
1362 tribal and local governments in CPCB activities and coordination, both pre- and post-disaster.

1363 **NGO PARTNERS**

1364 A wide diversity of NGO partners are interested in development and delivery of assistance and
1365 operational coordination through the CPCB mission. CPCB works primarily with associations
1366 that represent groups of individual organizations pre-disaster. However, given the sheer
1367 magnitude of potential partners after an event, all partners are welcome. Potential NGO
1368 partners may include, but are not limited to:

- 1369 • Professional Associations (such as the American Planning Association and International
1370 City County Management Association)
- 1371 • Voluntary Organizations Active in Disaster
- 1372 • Community Organizations Active in Disaster
- 1373 • Private Sector (such as Business Civic Leadership Center)
- 1374 • Foundations (such as the Council on Foundations)
- 1375 • Nonprofit entities with a CPCB-related mission

1376 **Section 4: Relevant Documents**

1377 The CPCB RSF and the five other RSFs are essential parts of the *National Disaster Recovery*
1378 *Framework*. This Annex should be used in tandem with the *National Disaster Recovery*
1379 *Framework Interagency Operational Plan (IOP)*, which contains guidance common to all six
1380 RSFs, such as coordination protocols, disaster activation and deployment guidance and the role
1381 of the FDRC in coordinating RSF activities pre- and post-disaster. The IOP contains six RSFs
1382 Annexes that provide the mission statement and scope of work specific to that RSF.

1383 Other important documents that provide guidance on community planning and capacity
1384 building are:

- 1385 • *Long-Term Community Recovery Planning Process: A Self Help Guide* (FEMA)
- 1386 • *Lessons in Community Recovery: Seven Years of ESF #14 Long-Term Community*
1387 *Recovery* (FEMA)
- 1388 • Recovery planning courses from the Emergency Management Institute (FEMA)
- 1389 • Mitigation and sustainability publications from the Mitigation Directorate, such as
1390 *Planning for a Sustainable Future: The Link Between Hazard Mitigation and*
1391 *Livability, Rebuilding for a More Sustainable Future and the Mitigation Planning*
1392 *How-To* series (FEMA)
- 1393 • Memorandum of Agreement between FEMA and EPA, *Incorporating Sustainability and*
1394 *Smart Growth into Communities' Hazard Mitigation and Long-Term Disaster*
1395 *Recovery Efforts* (FEMA and EPA)
- 1396 • *Planning for Post-Disaster Recovery and Reconstruction* (American Planning
1397 Association)
- 1398 • *Long-Term Community Recovery Tool Kit* (Council of State Community Development
1399 Agencies)
- 1400 • *Hazard Mitigation: Integrating Best Practices Into Planning* (American Planning
1401 Association)

1402 **Section 5: Pre-Disaster Recovery Support**

1403 Post-disaster recovery is most effective when all CPCB partners undertake recovery planning
1404 and preparedness pre-disaster. Examples of the pre-disaster activity the CPCB RSF may
1405 undertake among RSF partners include, but are not limited to:

1406 • **Coordination**

1407 ○ Serve as a coordinating body to better prepare and plan for disaster recovery for
1408 state, territorial, tribal and local governments and NGO partners.

1409 ○ Build Federal and partner capability through national- and regional-level
1410 coordination.

1411 • **Training**

1412 ○ Train and prepare interagency partners for participation in CPCB.

1413 ○ Coordinate training for partners on topics such as long-term community recovery
1414 planning processes, smart growth, hazard mitigation planning, sustainability,
1415 resilience and intergovernmental coordination.

1416 • **Resource and Guidance Development**

1417 ○ Identify CPCB partner agencies at the Federal, national and regional levels, as well as
1418 their specific programs and capabilities.

1419 ○ Identify specific program resources and assistance capabilities of partner agencies
1420 and organizations and make them available through the National Disaster Recovery
1421 Programs database, www.fema.gov/ndrpd.

1422 ○ Facilitate development of guidance, tools, training and resources.

1423 ○ Gather and disseminate lessons learned and best practices to aid all partners in
1424 preparations.

1425 ○ Aid the coordination of Federal department and agency capabilities and resources to
1426 support disaster recovery planning and capacity assistance to states, tribes,
1427 territories, communities and NGO partners.

1428 • **Partnership Development**

1429 ○ Aid states, tribes, territories and communities to develop and maintain partnerships
1430 with Federal agency extension programs, universities, national professional

1431 associations, private sector organizations and NGOs, in order to facilitate recovery
1432 capacity building activities and expansion of resources available to communities after
1433 a disaster.

1434 **5.1 MAINTAINING CPCB SUPPORT READINESS**

1435 The CPCB RSF is responsible for the development of qualified Federal personnel capable of
1436 functioning as jurisdiction-based technical assistance, to provide long-term community recovery
1437 planning and community recovery capacity support where necessary and appropriate. FEMA
1438 utilizes its authorities under the Stafford Act to develop and prepare disaster reservists under
1439 the National Disaster Recovery Support Cadre (NDRS Cadre) and contractor resources before a
1440 disaster. CPCB partner agencies also maintain rosters of subject matter experts and program
1441 experts that can support disaster-impacted jurisdictions, as necessary. FEMA may enter into
1442 pre-disaster agreements in an effort to identify areas of mutual understanding with Federal or
1443 non-Federal partners, where appropriate, and to support deployment of personnel as members
1444 of CPCB technical assistance teams. Pre-disaster, the CPCB National Coordinator directs and
1445 coordinates the development and management of the CPCB national cadre and technical
1446 assistance teams.

1447 **Section 6: Post-Disaster Recovery Support**

1448 The FDRC, with assistance from the CPCB RSF, utilizes a strategic approach to aid states, tribes,
1449 territories and local governments to secure or develop adequate capacity and recovery planning
1450 support to lead recovery efforts after a major disaster. The following sections of the Annex
1451 describe how the CPCB RSF supports the FDRC, other RSFs and state, territorial, tribal and
1452 local partners in:

- 1453 • Mobilizing support;
- 1454 • Assessing capacity and planning support needs;
- 1455 • Identifying the potential types of support (technical, financial, grants, in-kind, etc.); and
- 1456 • Coordinating the manner in which support is eventually transitioned to state, territorial,
1457 tribal, local and NGO partners.

1458 All assessments, recommendations and activities are coordinated through the FDRC and SDRC
1459 to ensure unity of effort in recovery activities.

1460 **6.1 ACTIVATION AND DEPLOYMENT**

1461 The CPCB RSF may be activated under the Stafford Act or other authorities, at the request of the
1462 FDRC. Upon receiving the FDRC's request to activate, FEMA, as the CA, assists the FDRC in
1463 identifying and activating other CPCB RSF primary and supporting agencies and organizations,
1464 as needed, to support activities such as the preparation of a community assessment report. If it
1465 is later determined that the disaster event does not require the support of the CPCB RSF, the CA
1466 will work with the FDRC and other RSFs to deactivate some or all members of the CPCB RSF.

1467 Some events will warrant the field deployment of CPCB member agencies to support CPCB
1468 coordination and assistance efforts. Deployments are authorized by the FDRC. Specific
1469 authorities, protocols and policies for activating, deploying and deactivating some or all CPCB
1470 RSF members are explained in the *NDRF IOP*.

1471 **6.2 ASSESSMENTS**

1472 As described in the *NDRF IOP*, the FDRC oversees the development of a Mission Scoping
1473 Assessment Report (MSAR) and a Recovery Support Strategy (RSS). In support of the FDRC-led
1474 assessment efforts, all RSFs identify the range and significance of the disaster impacts within

1475 their given focus area (e.g., community capacity, economic, housing or infrastructure) via
1476 information provided or assessment conducted by member agencies. The RSS provides a picture
1477 of the strategic recovery challenges faced by states, tribes, territories, regions and local
1478 governments and of what support is needed to address these challenges. The RSS outlines the
1479 strategy and approach Federal agencies will take to support state, territorial, tribal and local
1480 government recovery efforts.

1481 Given its focus and expertise in the area of recovery planning, CPCB plays a central role under
1482 the FDRC during the MSAR and RSS development processes by aggregating and analyzing data
1483 pertaining to the impacts, challenges and opportunities in affected communities in conjunction
1484 with potential capacity, planning or organizational challenges. These efforts are under the
1485 direction of the FDRC and utilize pre-identified, trained subject matter experts to gather
1486 relevant information and technical data.

1487 CPCB RSF activity during the assessment process may include efforts to:

- 1488 • Gather information and situational awareness on planning and recovery capacity needs
1489 from SDRC, community leaders and member agencies and partners.
- 1490 • Utilize existing planning and coordination documents, such as the Local and State
1491 Mitigation Plans, to identify recovery partners and existing resources and priorities.
- 1492 • Apply an initial community assessment process to identify the range of potential impacts
1493 across communities in the entire disaster areas and to identify communities with limited
1494 capacity, pre-existing issues or significant planning challenges.
- 1495 • Provide information and findings to MSAR; provide additional support, as needed, to the
1496 FDRC to develop comprehensive MSAR.
- 1497 • Engage communities early in the recovery process to help identify significant recovery
1498 planning or organizational challenges and to identify short-term recovery capacity
1499 assistance needs required to support local governments.
- 1500 • Gather information regarding partners and potential CPCB resources available in/for the
1501 affected area, including relevant Federal programs; evaluate potential for gaps, conflicts
1502 or overlaps in Federal, state or other potential CPCB resources.
- 1503 • Analyze extraordinarily impacted or limited-capacity communities and recommend to
1504 the FDRC and SDRC an offer of long-term community recovery planning and technical
1505 assistance utilizing FEMA's authorities.

- 1506 • Assist the FDRC with developing the RSS as needed.
- 1507 • Leverage subject matter expertise of the Mitigation Advisor to the FDRC, and efforts of
1508 the FEMA Mitigation Strategy prepared by the Hazard Mitigation Branch, in conjunction
1509 with the state, to inform mitigation elements and activities of the recovery assessments
1510 and integrate mitigation strategies and issues into local recovery planning processes,
1511 capacity needs and CPCB technical assistance efforts.
- 1512 • Contribute information and support, including: disaster-wide regional planning,
1513 governmental capacity issues or potential gaps and measures to ameliorate them,
1514 through coordination or technical assistance, for incorporation into the RSS and other
1515 operational documents.
- 1516 • Recommend direct FEMA community recovery technical assistance support for the most
1517 heavily affected or challenged communities. (FEMA direct technical assistance is only
1518 provided where state and other partner resources are not sufficient or the level of impact
1519 and need is extraordinary.)
- 1520 • Resolve gaps, conflicts or duplications of resources regarding mission areas of support to
1521 tribal, state or local CPCB needs.
- 1522 • Plan for facilitation and organization of CPCB partnerships.

1523 **6.3 CPCB RECOVERY ASSISTANCE STRATEGIES**

1524 CPCB works with partners to coordinate and tailor assistance to communities. This RSF also
1525 works to leverage and build upon the existing resources of partners and communities
1526 themselves. The level of planning and capacity assistance that is appropriate for each
1527 jurisdiction is scalable and adaptable and flows from the SDRC's need for assistance to
1528 communities. It is based on pre-existing capacity, level of impact, the resources and role of the
1529 state, territorial and tribal governments and NGO partners. The level of coordinated assistance
1530 must be continually evaluated and revised, as the recovery progresses, to account for the
1531 increased participation and capabilities of partners. This section highlights the recovery
1532 assistance that the CPCB RSF can provide as part of Federal recovery support efforts.

1533 **6.4 COORDINATION SUPPORT**

1534 Examples of the type of coordination support the CPCB RSF can provide among Federal, state,
1535 territorial and tribal agencies and other partners include, but are not limited to:

- 1536
- *Train and prepare interagency partners for participation in CPCB*
- 1537
- Coordinate training for partners on long-term community recovery planning, smart
- 1538
- growth planning, hazard mitigation planning, sustainability, resiliency and
- 1539
- intergovernmental coordination.
- 1540
- *Identify and share information on governmental planning and capacity impacts,*
- 1541
- challenges and needs*
- 1542
- Coordinate field assessments and surveys of local government capacities and gaps.
- 1543
- Coordinate the development of strategies among partners for addressing local
- 1544
- recovery planning and capacity assistance needs.
- 1545
- Provide a forum for NGO partners to share information regarding planning and
- 1546
- capacity challenges and the needs of local governments and community
- 1547
- organizations.
- 1548
- *Identify and track resolution of gaps and conflicts regarding Federal planning*
- 1549
- requirements*
- 1550
- Inventory and assess status of Federal assistance programs related to CPCB subjects.
- 1551
- Facilitate Federal, state, territorial, tribal and interagency problem solving to develop
- 1552
- strategies to coordinate agency planning requirements.
- 1553
- Identify and track resolution of major gaps and conflicts in multiple Federal planning
- 1554
- requirements and assistance programs, as well as programs that support and build
- 1555
- community capacity and recovery management.
- 1556
- *Coordinate deployment of partner resources to support CPCB activities*
- 1557
- Apply and leverage interagency and partner planning and capacity assistance
- 1558
- capabilities.
- 1559
- Assist states, tribes or territories in the development of local recovery and technical
- 1560
- assistance teams.
- 1561
- Facilitate the integration of nongovernmental partner resources into CPCB-related
- 1562
- assistance efforts.
- 1563
- Through the coordination of the FDRC, oversee the deployment and management of
- 1564
- Federal long-term community recovery planning and technical assistance teams.

- 1565 • *Coordinate application of sustainability and hazard mitigation planning principles*
1566 *across Federal interagency recovery activities*
 - 1567 ○ Organize Federal interagency planning resources to leverage capabilities and
1568 opportunities to integrate these principles into the wide array of recovery planning
1569 and investment decisions.
 - 1570 ○ Identify and coordinate availability and access to tools and technical assistance for
1571 states, tribes, territories and communities to integrate these principles into recovery
1572 decision-making.
- 1573 • Capture and coordinate after-action recommendations to facilitate resolution of Federal
1574 interagency CPCB issues
 - 1575 ○ Evaluate Federal interagency efforts to provide planning and capacity building
1576 technical assistance, leverage programs and resolve challenges in the CPCB area of
1577 interest.
 - 1578 ○ Coordinate interagency efforts to address after-action recommendations.
 - 1579 ○ Develop lessons learned and best practices regarding CPCB areas of support.

1580 **6.5 STATE, TERRITORIAL, TRIBAL AND LOCAL COMMUNITY** 1581 **SUPPORT**

1582 Examples of the type of post-disaster technical assistance support the CPCB RSF can provide or
1583 facilitate under the direction of the FDRC include, but are not limited to:

- 1584 • *Identification of Disaster Impacts*
 - 1585 ○ Identify the range and significance of the disaster impacts on local governments and
1586 assess the ability of states, tribes, territories, regions and local governments to
1587 organize, plan and manage recovery in the impacted area.
 - 1588 ○ Impact assessments may highlight where additional or supplemental planning,
1589 capacity building or technical assistance support from partners could be targeted.
- 1590 • *Recovery Planning and Capacity Building Technical Assistance*
 - 1591 ○ Coordinate the field-level provision of resources, recovery planning technical
1592 assistance, support recovery capacity and needs in a variety of state, territorial, tribal,
1593 city and/or county functional areas. Examples of these functional areas may include:

1594 city and recovery management, financial management, hazard mitigation and risk
1595 assessment, floodplain management, damage assessment, building inspection and
1596 permitting. These critical recovery skills sets are often compromised or lacking after
1597 large disasters and can benefit from a coordinated approach.

- 1598 ○ Support the FDRC by overseeing FEMA’s provision of direct technical assistance
1599 through the National Disaster Recovery Support Cadre for long-term community
1600 recovery planning and short-term recovery management capacity assistance for
1601 uniquely or heavily impacted tribes, territories or communities.
- 1602 ○ Facilitate the integration of risk assessment, hazard mitigation and sustainability
1603 principles into community recovery planning efforts.
- 1604 ○ Facilitate peer-to-peer assistance between governmental entities to improve
1605 information sharing, capacity building and leadership in state, territorial, tribal and
1606 local government.
- 1607 ○ Provide tools, references, best practices and other technical assistance on recovery
1608 planning, capacity and management.

1609 • *Partnership Development*

- 1610 ○ Aid states, tribes, territories and communities to develop partnerships and
1611 organizational structures with Federal agency extension programs, universities,
1612 national professional associations, the private sector and NGOs, in order to facilitate
1613 recovery capability building activities and to expand resources related to planning
1614 and recovery capacity that are available to communities after a disaster.
- 1615 ○ Assist in the development of local leadership capacity and institutions that can play a
1616 lead role in recovery.

1617 • *Stakeholder Engagement*

- 1618 ○ Aid state, territorial, tribal and local governments to identify and integrate the
1619 consideration of all affected stakeholders into planning processes and to include
1620 people with disabilities, people with access and functional needs and
1621 racially/ethnically diverse populations within the community in the public sector
1622 recovery plans and decision-making process.

- 1623 ○ Assist local leadership in developing strategies for establishing a process for effective
- 1624 information exchange and communication within and among communities to
- 1625 maximize involvement and participation in the recovery efforts.
- 1626 ● *Resource Identification*
- 1627 ○ Provide support to heavily challenged communities to access Federal, state and other
- 1628 resources for integration into recovery planning processes.
- 1629 ● *Training*
- 1630 ○ Facilitate access to opportunities for leadership training and development to build
- 1631 recovery capacity and resilience among local governmental and NGO community
- 1632 leadership.
- 1633 ○ Facilitate access to and provision of training to communities in a variety of specific
- 1634 recovery planning and community capacity areas, including recovery management,
- 1635 land use and community development, hazard mitigation planning, building codes,
- 1636 financial and grants management, development of community-based or nonprofit
- 1637 organizations, hazard mitigation, sustainability, resiliency and partnership
- 1638 development.

1639 **6.6 STAGES OF COORDINATION**

1640 RSF activities center on coordination of recovery resources to help ensure the right type of

1641 assistance is provided to impacted communities at the right time and the desired recovery

1642 outcome is achieved. These activities, and the focus of assistance, evolve through three

1643 overlapping stages: short-term, intermediate and long-term. While these three stages of

1644 activities may have different starting points, duration and peaks, they are likely to overlap as

1645 illustrated by the image below.

1646 **Figure 1: Conceptual Timeline of Disaster Recovery**



1647

1648 Within each stage there are activities coordinated, supported and monitored by the CPCB RSF.
1649 Mitigation activities are ongoing and are also described below.

- 1650 • *Short-Term (3 – 6 months)*
 - 1651 ○ Recovery management capacity assistance
 - 1652 ○ Assessment of impacts and potential needs
 - 1653 ○ Identification of recovery planning and capacity resources
 - 1654 ○ Recovery planning, capacity and LTCR assistance
- 1655 • *Intermediate (6 Months – 1 Year)*
 - 1656 ○ Recovery management and capacity assistance
 - 1657 ○ Identification of recovery planning and capacity resources
 - 1658 ○ Partnership development
 - 1659 ○ Recovery planning, capacity and LTCR assistance
- 1660 • *Long-Term (1 Year – ongoing)*
 - 1661 ○ Recovery management assistance
 - 1662 ○ Resource identification and coordination
 - 1663 ○ Partnership development

1664 **6.7 COMMUNICATION AND INFORMATION SHARING**

1665 Communication and information sharing that effectively reaches all members of the community,
1666 including people with disabilities and racially/ethnically diverse populations is critical to
1667 successful disaster recovery.

1668 Throughout the recovery process, the CPCB RSF:

- 1669 • Works through and communicates to the state, territorial or tribal government recovery
1670 coordinator for all CPCB activities interacting with communities.
- 1671 • Coordinates the provision of information on planning, hazard mitigation and capacity
1672 resources to units of state, territorial, tribal and local government.

- 1673 • Identifies supplemental, new or modified regulations or programs under development to
1674 address the CPCB-related disaster needs or other changes or waivers that may benefit or
1675 adversely affect states and communities.
- 1676 • Coordinates, through the FEMA Voluntary Agency Liaison, with any local unmet needs
1677 committees or long-term recovery groups for assisting individuals, and utilizes those
1678 groups' leaders in participation in overall community recovery efforts.
- 1679 • Elevates irresolvable CPCB-related issues to the FDRC.
- 1680 • Identifies non-Federal partners and other potentially interested NGO partners that can
1681 assist communities in organizing, planning or managing recovery.
- 1682 • Communicates issues and reports progress of field technical assistance teams through
1683 the FDRC community liaisons.

1684 **6.8 TRANSITION**

1685 The RSF supports the FDRC in preparing for the transition of CPCB recovery support to state,
1686 territorial, tribal and local government entities as well as local or regional Federal agency offices,
1687 when necessary. The CPCB advises the FDRC and other RSFs on the sufficiency of state and
1688 local capacity to lead, plan, manage and execute their long-term community recovery objectives.
1689 Where appropriate, the activities initiated by CPCB Federal recovery efforts will be transitioned
1690 to the steady-state operations of RSF partners. Specific CPCB resources developed to aid state,
1691 territorial, tribal and local government on an ongoing basis are documented and confirmed with
1692 the SDRC prior to demobilization. Fulfillment of the CPCB RSF mission is measured against the
1693 goals and objectives of the RSS.

1694 **Section 7: Recovery Management Structure**

1695 The NDRF IOP provides the overarching organizational and management structures within
1696 which the CPCB RSF operates, in coordination with the other RSFs and under the leadership of
1697 the FDRC. The NDRF IOP also provides the framework and guidance for how Federal recovery
1698 support aligns with state, tribal, territorial and local organizational structures. Based on
1699 member experiences with recovery processes in state and local government, the CPCB RSF
1700 provides recommendations as to how the FDRC might align the RSF structure for a particular
1701 disaster with the structures established by state, territorial, tribal and local entities.

1702 **7.1 FIELD-LEVEL MANAGEMENT STRUCTURE**

1703 The CPCB RSF supports the FDRC with the establishment and management of long-term
1704 community recovery planning and technical assistance teams. The CPCB RSF's planning
1705 expertise and focus on a holistic approach to disaster recovery helps the FDRC ensure field-level
1706 engagement with communities addresses gaps in local recovery capacity and coordinates issues
1707 across geographies (e.g., neighboring jurisdictions) and sectors (e.g., housing, economy,
1708 infrastructure). The CPCB field technical assistance teams support the objectives identified by
1709 the FDRC in coordination with FDRC recovery liaisons, where designated. The FDRC recovery
1710 liaisons oversee completion of these objectives in coordination with state counterparts. CPCB
1711 aids those liaisons in coordinating at the local level, to facilitate RSF partners' engagement in
1712 local planning processes, to ensure integration and leveraging of capabilities through a
1713 comprehensive, multi-sector planning process.

1714 **7.2 CPCB RSF INTERNAL MANAGEMENT STRUCTURE**

1715 Internally, the CPCB RSF, working with the support of the Primary Agencies, manages an
1716 interagency coordination group of relevant agencies. As the Coordinating Agency, FEMA
1717 assigns a CPCB RSF National Coordinator to manage this effort. Regional FEMA CPCB
1718 Coordinators are also designated to manage partner development and implementation at the
1719 FEMA Regional level. The CPCB RSF also manages a coordination forum for non-Federal
1720 partners to participate in operational coordination and information sharing. Each member
1721 agency organizes its own internal coordination group to build internal capability and program
1722 linkages.

1723 When activated for a disaster or deployed to the field, the CPCB RSF operates under the
1724 direction of the FDRC. The CPCB RSF Field Coordinator is the leader in the field and may report
1725 to a branch director or other manager, as necessary, coordinating multiple RSFs under the
1726 FDRC or on its behalf. The CPCB RSF may also employ an organizational structure utilizing a
1727 Branch Director, under the FDRC, to manage large numbers of geographically dispersed field
1728 teams. The FEMA headquarters and regional CPCB coordinators in Washington, D.C., and
1729 FEMA regional offices convene RSF member agencies, as needed, to support field operations,
1730 act on issues raised by the FDRC, build partnerships with non-Federal organizations and
1731 proactively address emerging issues.

1732 **Appendix: Capabilities and Resources of Member**
 1733 **Departments and Agencies**

1734 This chart identifies the capabilities and resources each agency brings to bear in supporting
 1735 tribal, state, regional, local and community recovery planning and capacity before and after
 1736 disaster.

1737 **Table 1: CPCB RSF Coordinating Agency Functions**

| COORDINATING AGENCY | FUNCTIONS |
|--|--|
| 1738 Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) | <ul style="list-style-type: none"> • Maintains communication within the CPCB RSF and with other RSFs and develops an action plan to avoid duplication of efforts. • Facilitates the prioritization of efforts considering impacts at the local, regional and national levels. • Represents CPCB RSF at the JFO and at the state and Federal levels. • Activates and deploys recovery personnel. • Monitors supported and implemented recovery programs. |

1739 **Table 2: CPCB RSF Primary Agency Functions**

| PRIMARY AGENCY | FUNCTIONS |
|--|--|
| 1740 Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) | <ul style="list-style-type: none"> • Provides leadership, technical and financial assistance to Federal recovery missions. • Assigns a CPCB RSF National Coordinator to lead and manage efforts and report directly to the FDRC. • Facilitates sharing of information to avoid duplication and to identify gaps and issues that implicate multiple supporting agencies. • Manages a coordination forum for non-Federal partners to participate in CPCB operational coordination and information sharing. |

1741 **Table 3: CPCB RSF Supporting Organization Functions**

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|---|--|
| 1742 Corporation for National and Community Service (CNCS) | <ul style="list-style-type: none"> • Supports the RSF national and field operations with technical assistance and staffing support, as appropriate. • Provides economic damage assessment information from its network of volunteer organizations and other stakeholders. • Provides targeted capacity building assistance in the form of human capital. |
| 1743 Department of Agriculture (USDA) | <ul style="list-style-type: none"> • Provides technical assistance to improve the quality of life in rural communities, including strategies to increase employment opportunities, home ownership and access to broadband. • Assists in rural development projects and community planning. |
| 1744 Department of Commerce (DOC) | <ul style="list-style-type: none"> • Supplies geospatial data and technological support (National Oceanic and Atmospheric Administration). • Supports recovery efforts through building science expertise (National Institute of Standards and Technology). • Promotes economic recovery support through coordination of Economic Development Administration programs. • Provides economic assessment reports and subject matter expertise for economic recovery strategies post-disaster. |
| 1745 Department of Education (ED) | <ul style="list-style-type: none"> • Provides guidance on the recovery of public and private education facilities. • Provides expertise on data systems that monitor schools, measure student success and coordinate educational entities; assists in developing strategies, programs and partnerships for under-performing schools. • Provides technical guidance on grant programs, policies and opportunities for community development and education. |
| 1746 Department of Housing and Urban Development (HUD) | <ul style="list-style-type: none"> • Administers funding for recovery projects under the Community Development Block Grant Program. • Provides assistance for housing, infrastructure, mortgage financing and public housing repair and reconstruction. • Assists in projects to promote the restoration or creation of inclusive, sustainable communities. |

| | SUPPORTING ORGANIZATIONS | FUNCTIONS |
|------|--|---|
| 1747 | Department of Interior (DOI) | <ul style="list-style-type: none"> • Supplies scientific data to protect and inform communities. • Provides technical assistance on hazard and risk assessment and geospatial support through the U.S. Geological Survey. • Provides critical information and guidance about protecting natural resources and cultural assets. • Provides technical expertise for natural, cultural and historic properties issues; fulfills responsibilities under the National Historic Preservation Act. • Provides funding to Indian tribes for social services, infrastructure support, education and other community development projects/programs through the Bureau of Indian Affairs. |
| 1748 | Department of Justice (DOJ) | <ul style="list-style-type: none"> • Ensures and supports the fair, impartial, efficient and transparent administration of justice at the state, local and tribal levels. • Protects rights and prevent abuses wherever needed in coordination with disaster recovery partners. |
| 1749 | Department of Transportation (DOT) | <ul style="list-style-type: none"> • Administers transportation assistance programs/funds that can be used for repair or recovery of transportation systems. • Supplies information about transportation projects, plans and programs relevant to the disaster-affected areas. • Provides technical assistance to efforts, including long-range planning and engineering of transportation infrastructure systems. |
| 1750 | Department of Treasury (TREAS) | <ul style="list-style-type: none"> • Provides technical advice on public and private partnerships, payment systems and financial flows. • Administer programs such as the Community Development Financial Institutions Fund (CDFI) Capacity Building Initiative, which provides alternative models of business development and finance. • Assists in expanding the availability of affordable housing through NeighborWorks America. • Provides other community development programs and funding such as Financing Healthy Foods, which promotes the availability of healthy food options in distressed communities. |
| 1751 | Environmental Protection Agency (EPA) | <ul style="list-style-type: none"> • Provides leadership on human health and environmental protection issues, including planning sustainable, healthy and efficient communities. • Provides technical assistance on using environmentally sound and sustainable approaches in building projects. |

| | SUPPORTING ORGANIZATIONS | FUNCTIONS |
|------|--|---|
| 1752 | General Services Administration (GSA) | <ul style="list-style-type: none"> • Assists in identifying resources for contracting or other services needed. |
| 1753 | Health and Human Services (HHS) | <ul style="list-style-type: none"> • Restores the capacity and resilience of essential health and social services to meet ongoing and emerging post-disaster community needs; assists in the continuity of essential health and social services, including schools. • Promotes self-sufficiency and continuity of the health and well-being of affected individuals – particularly the needs of children, seniors, people living with disabilities, some of whom may have additional functional needs, people from diverse origins, people with limited English proficiency and underserved populations. • Reconnects displaced populations with essential health and social services. |
| 1754 | Small Business Administration (SBA) | <ul style="list-style-type: none"> • Administers funding and programs to promote the economic health of businesses and the communities they operate in. • Provides low-interest loans to individuals and families post-disaster. |

1755 **Economic Recovery Support Function**

1756 *ANNEX TO THE NATIONAL DISASTER RECOVERY*
1757 *FRAMEWORK*

1758 *DRAFT*

1759 March 2, 2012

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1795 **Section 1: Introduction**

1796 The National Disaster Recovery Framework introduces six Recovery Support Functions that are
1797 led by designated Federal Coordinating Agencies. These Recovery Support Functions (RSFs)
1798 comprise the coordinating structure for key functional areas of assistance. Their purpose is to
1799 support local governments by facilitating problem solving, improving access to resources and
1800 fostering coordination among state and Federal agencies, nongovernmental partners and
1801 stakeholders. The NDRF establishes six recovery support functions comprised of coordinating,
1802 primary and supporting Federal agencies to provide a functional structure to facilitate problem
1803 solving, improve access to resources and foster coordination among Federal, state, territorial,
1804 tribal and local agencies, nongovernmental partners and stakeholders, including the private
1805 sector. The Recovery Support Functions (RSFs) are:

- 1806 • Community Planning and Capacity Building
- 1807 • Economic
- 1808 • Health and Social Services
- 1809 • Housing
- 1810 • Infrastructure Systems
- 1811 • Natural and Cultural Resources

1812 **1.1 PURPOSE**

1813 This Annex pertains to the Economic Recovery Support Function (Economic RSF) and is
1814 designed to provide the coordinating agency, the Department of Commerce and the RSF
1815 primary and supporting organizations the following:

- 1816 • An overall understanding of the Economic RSF mission;
- 1817 • An overview of its relationship to other RSFs and the Federal Disaster Recovery
1818 Coordinator (FDRC); and
- 1819 • An outline for coordination with State or Tribal Disaster Recovery Coordinators (SDRC
1820 and TDRC respectively), Local Disaster Recovery Managers (LDRM) and the private
1821 sector.

1822 **1.2 MISSION**

1823 The Economic RSF integrates the expertise of the Federal government in order to help facilitate
1824 the efforts of state, territorial, tribal and local governments and the private sector to sustain
1825 and/or rebuild businesses and employment, and to develop economic opportunities that result
1826 in sustainable and economically resilient communities after significant natural and man-made
1827 disasters.

1828 **1.3 MEMBERS**

1829 **Table 1: Members of the Economic RSF**

| COORDINATING AGENCY | DOC |
|----------------------------|---------------------------------|
| Primary Federal Agencies | DHS/FEMA, DOL, SBA, TREAS, USDA |
| Supporting Organizations | CNCS, DOI, EPA, HHS, HUD |

1830 **1.4 CONCEPT**

1831 Economic issues associated with disasters are often complex and demand a long-term, sustained
1832 recovery outlook. The economic issues in a post-disaster environment are closely linked with the
1833 recovery of other aspects of the community. After a disaster, only a multi-pronged approach can
1834 be effective in addressing the multitude of issues that affect communities. In particular, the
1835 economic consequences of a disaster are often realized over the months and years after a
1836 disaster. As a result, there is need for a deliberate, sustainable and long-term view on how
1837 communities can address the many issues associated with post-disaster economic recovery.

1838 **ECONOMIC RECOVERY SUPPORT FUNCTION**

1839 As a function of the National Disaster Recovery Framework (NDRF), the Economic Recovery
1840 Support Function (RSF) establishes a process for information sharing and coordination to better
1841 leverage the delivery of available resources. Ultimately, this RSF will seek to facilitate a long-
1842 term, sustainable economic recovery effort to effectively support communities challenged by the
1843 consequences of a disaster. Given the depth and breadth of economic issues in post-disaster
1844 communities, it is imperative that significant effort is made in advance of the disaster to build
1845 community resiliency. For that reason, the Economic RSF is designed to be used as a vehicle for

1846 enhancing Federal interagency coordination, communication and collaboration in both the pre-
1847 and post-disaster timeframes. This enhanced coordination capability supports the capacity of
1848 state, territorial, tribal and local governments, nonprofits and the private sector to produce a
1849 multi-dimensional strategy capable of supporting economic recovery and enhancing community
1850 resiliency.

1851 **PRE-DISASTER CONCEPTS**

1852 Pre-disaster recovery planning is paramount when developing an active and sustainable mindset
1853 of resilience in communities. The private sector plays the primary role in most local economies;
1854 therefore, its incorporation of resiliency strategies into daily operations is crucial. Communities
1855 that engage in highly inclusive, public-private partnerships to plan effectively for potential
1856 threats are generally able to function better, before, during and after a disaster. Businesses must
1857 view disaster preparedness and continuity planning as a fundamental part of their business
1858 model. The question should not be *if* a business disruption will occur but, instead, *how* the
1859 business will endure, respond and recover from disruptions. Businesses should make strategic
1860 investments in projects capable of making their organizations more resilient, such as
1861 diversifying telecommunications, power systems and supply chains, supporting enhancements
1862 to physical space and ensuring appropriate levels of insurance coverage.

1863 Pre-disaster recovery preparedness efforts should be closely coordinated with the vulnerability
1864 reduction initiatives implemented under the National Mitigation Framework. Mitigation efforts
1865 help to minimize the consequences of disasters and put communities in position to recover
1866 quickly. Resiliency must be built into the day-to-day operations of Federal, state, territorial,
1867 tribal, local and private development programs. This requires active efforts by local government,
1868 nonprofits and businesses to consider ways of mitigating risk by becoming more resilient. As an
1869 example, economic development programs should integrate aspects of resiliency, such as
1870 industry diversification, expanded workforce capabilities, risk mitigation and business
1871 continuity planning. The cost of risk avoidance in the public and private sectors can be high, but
1872 this cost has historically been a small fraction of the total cost of loss after an incident.
1873 Nonetheless, simple measures can often make an organization, and the community as a whole,
1874 more resilient.

1875 RSF agencies should use existing programs to promote efforts by communities to establish a
1876 baseline of the economic/business environment before a disaster. A baseline provides the
1877 community with a comprehensive vision for where its risks and vulnerabilities lie. Such a

1878 baseline also serves as a key resource for conducting impact assessments after a disaster, since it
1879 can be very difficult for a community to gauge how badly it's been affected if it does not have a
1880 clear understanding of the pre-incident condition. Many disaster preparedness professionals
1881 have worked extensively with the academic community to establish these kinds of baselines and,
1882 as a result, there are many resources available to communities.

1883 In addition to building a strong baseline for economies, opportunities exist in many
1884 communities to further enhance Emergency Operations Plans by integrating economic recovery
1885 considerations. Also, local and regional economic development plans, land use planning and
1886 other local planning initiatives benefit from integrating an understanding of the emergency
1887 management framework in the community. Examples of the benefits from this “cross
1888 pollination” planning include the ability to avoid locating debris removal corridors through a
1889 town’s central business district and the pre-prioritization of the resumption of major employers.

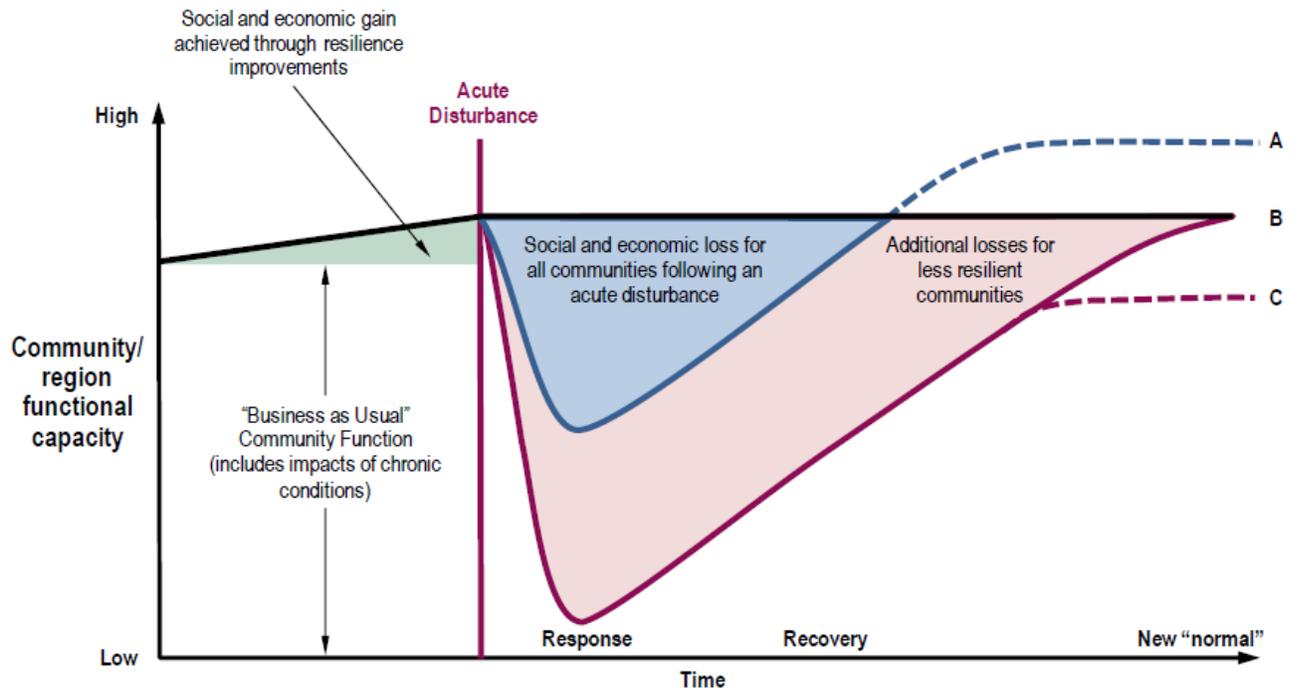
1890 A key part of pre-disaster recovery planning is prioritizing among all RSF partners the most
1891 effective types of activities to achieve the recovery mission. Wherever appropriate and
1892 permissible, RSF partners should leverage the capacity of their steady-state programs to
1893 promote resiliency through missions, initiatives, programs, grants and investments. Examples
1894 of potential opportunities to leverage steady-state programs include the establishment of
1895 agency-wide resiliency policies; the institution of requirements for grant-funded projects to
1896 address resiliency and recovery considerations; and the development of business continuity
1897 plans to qualify for business loans.

1898 **DEFINING RESILIENCY**

1899 Disaster resilience is broadly characterized by *reduced probability of system failure, reduced*
1900 *consequences due to failure and reduced time to system restoration*. Within the context of
1901 economic development, disaster resiliency should consider methods and measures to mitigate
1902 the potential for future economic injury, promote a faster “up-time” for economic anchors and
1903 enable a stronger capacity to troubleshoot vulnerabilities within the regional economy.

1904 Considerable academic work has been completed in defining and measuring resilience. The RSF
1905 definition of resilience aligns well with that of the Community and Regional Resilience Institute
1906 (CARRI). CARRI demonstrates the role of resilience graphically in the Resiliency Loss Recovery
1907 Curve, captured in Figure 1, below.

1908 **Figure 1: Resiliency Loss Recovery Curve**



Model: Dr. Mary Ellen Hynes, DHS (2001); Blair Ross, ORNL; CARRI 2008 ©
 ORNL 2011-G00804/jcn

1909

1910 The perspective of resilience captured in Figure 1 highlights the cause of the disturbance or
 1911 disruption is less significant than the consequences of that incident. This perspective recognizes
 1912 the significance of disruptions on communities as being risk-based, and not necessarily tied to a
 1913 specific scenario. As a result, an acute disruption can be caused by a natural disaster, major
 1914 industrial accident, act of terrorism or economic disruption, like a sudden plant closure. A need
 1915 exists to deepen the capacity of communities to be resilient and absorb the “shock” of acute
 1916 disturbances. The enhancement of resiliency becomes a multidimensional effort emphasizing
 1917 the engagement and support of all aspects of the community. To promulgate community
 1918 resiliency at the community level, economic developers become a key component to build the
 1919 capacity for community and regional economic resilience. Many examples exist for how
 1920 economic developers and other community stakeholders have undertaken efforts to make their
 1921 communities more resilient. Some of these examples include efforts to broaden the industrial
 1922 base with diversification initiatives; enhancement of business retention and expansion programs
 1923 to further strengthen existing high-growth businesses; and comprehensive planning efforts that
 1924 involve extensive engagement from the community to define and implement a collective vision
 1925 for development.

1926 In addition to the considerations above, the Economic Recovery Support Function works at the
1927 Federal level to:

- 1928 • Identify statutory, regulatory and policy issues that contribute to gaps, inconsistencies
1929 and unmet needs in long-term economic recovery;
- 1930 • Seek innovative solutions to address preparedness and resilience issues before a disaster
1931 strikes, including comprehensive land use policy;
- 1932 • Coordinate recovery preparedness efforts with mitigation initiatives under the National
1933 Mitigation Framework;
- 1934 • Promulgate the value of community economic development planning in long-term
1935 disaster recovery, and encourage and facilitate this planning through appropriate state
1936 government agencies;
- 1937 • Facilitate the integration of Federal efforts and resources with private capital and the
1938 business sector;
- 1939 • Create, encourage and participate in Federal, state, territorial, tribal and local disaster
1940 recovery exercises to enhance skills and develop needed techniques;
- 1941 • Leverage existing mitigation programs to create strong communities resilient to disaster;
- 1942 • Work with state, territorial, tribal and local officials to implement disaster-resistant
1943 building codes and incentivize business and individual pre-disaster preparedness
1944 activities;
- 1945 • Sustain pre-disaster engagement activities possibly for months or years with the
1946 leadership of jurisdictions that may be impacted by a disaster; and
- 1947 • Identify, leverage and coordinate existing Federally funded programs with available
1948 resources and capacity that can be utilized for economic recovery.

1949 **POST-DISASTER CONCEPTS**

1950 An economic recovery effort in a post-disaster environment is often framed by the iteration of
1951 issues through short (days-weeks), intermediate (weeks-months) and long-term (months-years)
1952 timeframes. While many of the issues captured here can be addressed in some way by the
1953 Federal agencies included in the Economic RSF, the principle driver for any community's long-
1954 term recovery will center on the empowerment of local public-private partnerships that

1955 establish tools to more effectively encourage local recovery efforts and plan for future disasters.
1956 The issues and actions highlighted below are not an exhaustive list, but are considered as
1957 elements commonly needed in a post-disaster environment. As a result, they are needs and
1958 capabilities that should be incorporated in the activation planning of the Economic RSF and
1959 included in recovery planning at the Federal, state, territorial, tribal, regional and local levels.

1960

1961 **Short-term**

- 1962 • Conducting assessments of economic recovery issues and preparing demographic and
1963 economic baseline data;
- 1964 • Considering the impacts on critical supply chains and local industries;
- 1965 • Identifying cash flow issues for businesses and individuals;
- 1966 • Facilitating/supporting insurance claim processing through information sharing and
1967 technical assistance;
- 1968 • Facilitating/supporting businesses reopening;
- 1969 • Providing technical assistance to promote economic recovery, financial literacy and
1970 strategic planning;
- 1971 • Encouraging local procurement;
- 1972 • Promoting information sharing with the economic development, workforce development
1973 and business communities;
- 1974 • Facilitating/supporting local decision-making;
- 1975 • Addressing local employment issues (e.g., workers available to work);
- 1976 • Mitigating “false economies” resulting from post-disaster construction/response;
- 1977 • Addressing supply chain and physical infrastructure interdependency issues (e.g., vendor
1978 and distributor is impacted by physical damage);
- 1979 • Supporting community efforts to identify short-term, intermediate and long term
1980 strategies for maintaining and restoring the tax base;
- 1981 • Promoting information sharing to highlight existing sources of financial assistance;
- 1982 • Providing regulatory relief, if applicable and available; and

- 1983 • Addressing local market issues (e.g., facilitating customers and suppliers engaging in
1984 commerce).

1985 **Intermediate**

- 1986 • Reviewing/monitoring economic impact assessments;
- 1987 • Reviewing tax and regulatory relief opportunities;
- 1988 • Implementing recovery initiatives identified in the short-term, including initiatives to
1989 restore critical supply chains and local industries;
- 1990 • Continuing recovery investments initiated in the short-term;
- 1991 • Restoring private sector capacity (e.g., supporting investment in restoring infrastructure
1992 development and redevelopment, encouraging business retention and expansion);
- 1993 • Furthering diversification initiatives;
- 1994 • Facilitating, promoting and encouraging outside investment;
- 1995 • Facilitating the leveraging of public and private sector resources to further catalytic
1996 projects that encourage job replacement/growth in the community; and
- 1997 • Facilitating the timely disbursement of direct financial assistance (e.g., claims, loans,
1998 grants).

1999 **Long-term**

- 2000 • Providing economic impact assessments once damage assessments are completed, as
2001 appropriate;
- 2002 • Continuing recovery investments initiated in the short and intermediate terms;
- 2003 • Supporting community efforts to define and pursue the establishment of a “new normal”
2004 in the local economy;
- 2005 • Continued facilitation and investment in economic diversification initiatives;
- 2006 • Phasing-in tax and regulatory requirements;
- 2007 • Capturing disaster-related opportunities (e.g., chance to innovate, bring in new
2008 industries, create green spaces, revise economic development strategy based upon
2009 lessons learned); and
- 2010 • Transitioning from post-disaster to disaster readiness.

- 2011 In addition to the issues discussed above, at the Federal level, the Economic RSF:
- 2012 • Coordinates the efforts of primary agencies and supporting organizations to ensure the
2013 deployment of available resources from these agencies to the disaster-impacted area, as
2014 required;
 - 2015 • Works to apply and integrate plans developed pre-disaster to most effectively leverage
2016 Federal resources and available programs to meet local community recovery needs, while
2017 aggressively integrating the private sector to facilitate early, productive engagement;
 - 2018 • Develops an interagency action plan for each disaster to ensure the coordinated action of
2019 all Federal agencies in the support of state, territorial, tribal and local governments;
 - 2020 • Incorporates mitigation measures into redevelopment following a disaster to assist the
2021 community to minimize future risk;
 - 2022 • Works closely with the state, territorial, tribal and local community leadership, who lead
2023 long-term economic development during disaster recovery, to build upon the
2024 relationships developed during pre-disaster planning;
 - 2025 • Maintains robust, accessible communications throughout the recovery process between
2026 the Federal government and all other partners; and
 - 2027 • Engages with the workforce development system, including state vocational
2028 rehabilitation programs, as a means of helping individuals who acquire a disability as
2029 part of the disaster, to return to work with the necessary supports, accommodation and
2030 retraining (if necessary).

2031 **OUTCOMES FOR THE ECONOMIC RSF**

2032 Economic recovery activities of Federal, state, territorial, tribal and local governments,
2033 nonprofit organizations and the private sector are effectively coordinated to expand economic
2034 activities and ensure community sustainability and economic resilience following significant
2035 natural and man-made disasters.

2036 In facilitating the restoration of an acceptable overall level of economic activity, specific
2037 outcomes for the Economic RSF, through the actions of its partners, include, but are not limited
2038 to:

- 2039 • Workforce development initiatives; job creation and retention;

- 2040 • Entrepreneurial and business development initiatives;
- 2041 • Equal opportunity and other programs that achieve community-wide economic
- 2042 development;
- 2043 • Strategies for quickly adapting to changed local market conditions, reopening businesses
- 2044 and/or establishing new businesses;
- 2045 • Business initiatives to employ workers and generate revenue;
- 2046 • Intellectual capital and management plans to ensure the effective use of Federal funds;
- 2047 and
- 2048 • Federal funds are not deployed to advance or instill discrimination on the bases of
- 2049 disability, race, gender, etc.

2050 **Section 2: Organization and Management**

2051 **2.1 FEDERAL DISASTER RECOVERY COORDINATOR**

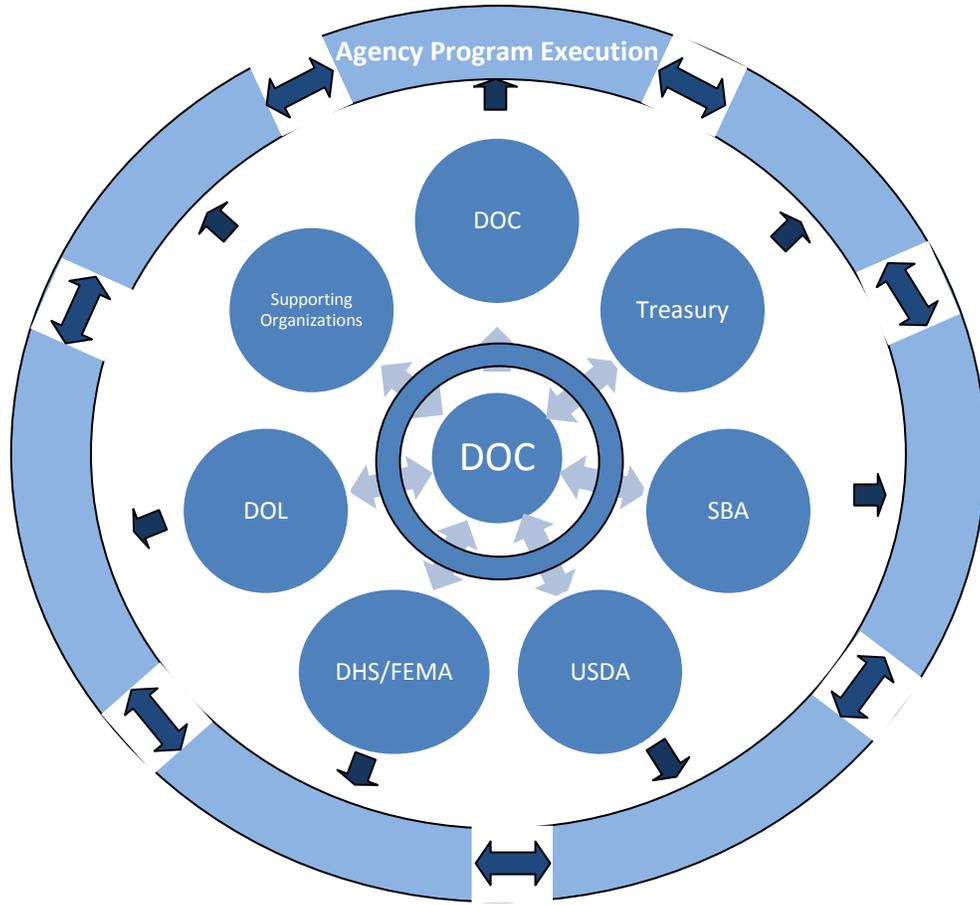
2052 The Economic RSF, along with the other five RSFs, report to the Federal Disaster Recovery
2053 Coordinator (FDRC). The RSFs are interdependent; personnel from the same Federal agency
2054 may participate in multiple RSFs. For example, the work conducted by the Infrastructure
2055 Systems RSF may impact the work of the Housing and Economic RSFs. Because of the
2056 complexities of multiple agency involvement in recovery, the FDRC must ensure the Federal
2057 government responds to the needs of state, territorial, tribal and local communities in a cohesive
2058 and coordinated fashion, via a Recovery Support Strategy. This strategy is extended through
2059 individual RSFs. It is portrayed, at the RSF level, in Figure 2.

2060 The Economic RSF's Coordinating Agency (CA), the Department of Commerce (DOC), supports
2061 the FDRC by coordinating the primary agencies and support organizations to initiate pre-
2062 disaster planning and preparedness and by leading members to facilitate the identification,
2063 coordination and delivery of Federal assistance post-disaster. It is the role of the Department of
2064 Commerce as the CA to facilitate communication between primary and supporting
2065 organizations, with the FDRC and other RSFs, and between Federal agencies and corresponding
2066 state, territorial, tribal, local, nonprofit and private sector stakeholders.

2067

2068 **2.2 ECONOMIC RSF COORDINATION STRATEGY**

2069 **Figure 2: Pre- and Post-Disaster Economic RSF Coordination Strategy**



2070

2071 The operating framework for the Economic RSF is focused on enabling and coordinating
2072 collaborative opportunities to facilitate private sector economic recovery and community
2073 resilience efforts. Each member agency will continue in their statutorily mandated missions to
2074 assist post-disaster communities. A principle role of the CA is to identify opportunities for
2075 interagency collaboration to execute a more effective recovery effort, represented as the center
2076 ring in Figure 2.

2077 **2.3 ROLES AND RESPONSIBILITIES**

2078 **Table 2: Roles and Responsibilities**

| COORDINATING AGENCY | FUNCTIONS |
|------------------------------------|---|
| <p>2079 Department of Commerce</p> | <ul style="list-style-type: none"> • Maintains communication within the Economic RSF and across other RSFs for economic recovery issues. • Develops a Federal Economic RSF action plan to avoid duplication of efforts. • Coordinates Economic RSF activities with other RSFs. • Monitors RSF-initiated and -implemented recovery programs. • Represents the Economic RSF at the national level and at the JFO. • Coordinates and activates interagency deployment teams for the Economic RSF. • Coordinates with the FDRC in post-disaster environments. • Appoints an Economic RSF Leader to coordinate interagency activities, as appropriate. • Prepares demographic and economic baseline data (e.g., pre-disaster conditions) for regions impacted by disasters during Economic RSF activations, as needed. • Provides technical assistance and subject matter expertise for manufacturing sector issues. • Provides economic development technical assistance and subject matter expertise for regionalized economic recovery. • Provides funding through competitive grants for economic recovery projects. • Provides direct financial assistance, market access and technical assistance for minority business. • Provides technical assistance to businesses for accessing foreign markets to encourage outside investment. • Provides technical assistance and information regarding tourism consequences. • Provide 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. • 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. |

| PRIMARY AGENCIES | | FUNCTIONS |
|------------------|--------------------------------------|--|
| 2080 | Department of Homeland Security/FEMA | <ul style="list-style-type: none"> • Provides technical and financial assistance regarding program eligibility, application processes and project requirements. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. • Provides economic damage assessment information regarding the insured and uninsured losses, economic recovery issues and other data sources gathered during Federal response efforts. • Executes the agency mission during disaster recovery, mitigation and individual assistance efforts. |
| 2081 | Department of Labor | <ul style="list-style-type: none"> • Provides technical and financial assistance regarding program eligibility, application processes and project requirements. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. • Provides economic damage assessment information on the consequences to the local workforce, labor markets and worker retraining needs. • Executes agency mission during disaster recovery in support of workforce development, unemployment assistance, technical assistance and labor market analysis. |
| 2082 | Department of the Treasury | <ul style="list-style-type: none"> • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. • Supports the RSF in the areas of financial literacy and tax-related assistance through education, outreach and tax return preparation assistance. • Provides program data for use in economic damage assessments, as appropriate. • Facilitates the operation of the Financial and Banking Information Infrastructure Committee (FBIIC), including the identification of sector impacts and resource requirements. |
| 2083 | Small Business Administration | <ul style="list-style-type: none"> • Provides loans for property damages to non-farm businesses of all sizes and private nonprofit organizations; provides Economic Injury Disaster Loans to eligible small businesses and private nonprofits. • Provides technical assistance regarding program eligibility, application processes and project requirements. • Provides counseling and other technical assistance to small businesses and entrepreneurs. • Promotes small business access to capital through loans, investments, etc., aimed at sustaining businesses and encouraging entrepreneurial applications. • Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate. • Executes agency mission during disaster recovery in support of business loans, technical assistance and other forms of direct and indirect small business assistance. • Provides program data for use in development of economic damage assessments, as appropriate. |

| PRIMARY AGENCIES | | FUNCTIONS |
|------------------|--------------------------------|--|
| 2084 | U.S. Department of Agriculture | <ul style="list-style-type: none"> • Provides technical assistance and identifies current programs that may be utilized for economic recovery, including determination of eligibility, application processes and project requirements. • Provides financial programs to support essential public facilities and services. • Promotes economic development by providing loans to businesses through banks and community-managed lending pools. • Assists communities to participate in empowerment programs. • Leverages investments made by other Federal departments, state, territorial, tribal and local partners and private entities. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. • Provides economic damage assessment information on rural development and agriculture, from its network of regional and field resources. • Executes agency mission during disaster recovery, supporting rural development, farm assistance and agriculture issues. |

| SUPPORTING ORGANIZATIONS | | FUNCTIONS |
|--------------------------|--|---|
| 2085 | Corporation for National and Community Service | <ul style="list-style-type: none"> • Provides technical and financial assistance regarding program eligibility, application processes and project requirements. • Provides economic damage assessment information from its network of volunteer organizations and other stakeholders. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. |
| 2086 | Department of Health and Human Services | <ul style="list-style-type: none"> • Provides technical assistance regarding program eligibility, application processes and project requirements for HHS programs as applicable under existing authorities. • Provides assessment information regarding the consequences on the health and social services sector in an affected community. • Provides technical assistance on the economic consequences to low- or moderate-income disaster survivors. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. |

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|---|--|
| 2087 Department of Housing and Urban Development | <ul style="list-style-type: none"> • Provides flexible grants to help cities, counties and states recover from Presidentially declared disasters, especially in low-income areas, subject to availability of supplemental appropriations. • Provides technical and financial assistance regarding program eligibility, application processes and project requirements. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. • 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. • Executes the agency mission during disaster recovery in supporting home rebuilding, post-disaster housing, community recovery and revitalization. |
| 2088 Department of the Interior | <ul style="list-style-type: none"> • Provides technical and financial assistance regarding program eligibility, application processes and project requirements. • Provides economic damage assessment information on the natural and cultural assets throughout the country, through its networks and available stakeholders. • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. |
| 2089 Environmental Protection Agency | <ul style="list-style-type: none"> • Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate. |

2090 **2.4 RELATIONSHIP WITH OTHER RSFS**

2091 The Economic RSF must make sure its recovery activities are coordinated with those of the
 2092 other RSFs. While the ultimate coordination of activities is the responsibility of the FDRC,
 2093 adequate coordination between RSFs is necessary. There are a multitude of interdependencies
 2094 between the RSFs. In some situations, the Economic RSF can provide input such as economic
 2095 information and subject matter expertise for other RSF efforts. In other situations, the
 2096 Economic RSF can benefit from the work of the other RSFs, thereby leveraging their outputs.
 2097 Some of the projected interdependencies are captured in the tables below.

2098 **Table 3: RSF Interdependencies**

| | RECOVERY SUPPORT FUNCTION | POTENTIAL ECONOMIC RSF OUTPUT | POTENTIAL ECONOMIC RSF INPUT |
|------|--|--|--|
| 2099 | Community Planning and Capacity Building | Programs that encourage/support strategic planning for economy/community. | Community priorities for economic recovery and development. |
| 2100 | Health and Social Services | Technical assistance to health and social services networks and providers. | Assistance with health and social service networks, facilities and/or providers that impact employment and support a customer base for local businesses. |
| 2101 | Housing | Facilitation of local purchasing efforts to assist businesses with housing rehabilitation and development. | Meeting the housing needs of employers and employees of businesses receiving Economic RSF assistance. |
| 2102 | Infrastructure Systems | Information on infrastructure needs of businesses by geographic service areas. | Status of sewer, roadway, electricity and other infrastructure needs. |
| 2103 | Natural and Cultural Resources | Integration of natural and cultural resources into the promotion of economic growth through ecotourism and other conservation initiatives. | Rehabilitation of buildings for businesses within historic districts or landmarked/historic buildings. |

2104 **Section 3: Activation Process**

2105 The Economic RSF will support the overall recovery of any locality impacted by a disaster.
2106 Because it has no direct precursor Emergency Support Function in the National Response
2107 Framework, national or regional Economic RSF elements may need to quickly begin analyses to
2108 assist in identifying the economic recovery issues of a disaster.

2109 The activation of the RSF is driven by the field needs as defined by the Federal Disaster
2110 Recovery Coordinator (FDRC). There is the expectation that RSF agencies will be in a position to
2111 “lean forward” and anticipate potential RSF coordination/activation needs. Therefore, the FDRC
2112 may consult with the RSF agencies for any available pre-activation recommendations based on
2113 the available information on recovery issues and challenges.

2114 **3.1 MISSION SCOPING ASSESSMENT PROCESS**

2115 Once the Economic RSF is activated, one of the first activities likely to be necessary is the
2116 completion of a mission scoping and assessment report to understand the severity of the
2117 disaster event to impacted communities. This report is intended to be a very high-level synopsis
2118 of known economic recovery issues in the communities affected by the disaster. The assessment
2119 is not intended to capture a definitive dollar value of the economic impact or to derive the full
2120 scope of the economic recovery challenges; instead, it is a quick capture of the economic issues
2121 and damages resulting from the disaster, and it is intended to guide short-term actions. The
2122 completion of the mission scoping and assessment report is conducted in concert with the
2123 Federal Disaster Recovery Coordinator (FDRC), based on available information from RSF
2124 member organizations, their field networks and any applicable external stakeholders. In order to
2125 start the process, the Economic RSF CA convenes an interagency meeting of the Economic RSF
2126 members.

2127 Economic RSF agencies will be expected to provide a summary of impact-related information to
2128 describe the known issues, concerns and program activities, as they relate to their respective
2129 agency’s networks and capabilities. This should include information that is readily retrievable
2130 from field/regional staff that may already have “checked in” with their local stakeholders. Some
2131 examples of the information that should be gathered include, but are not limited to:
2132 concentrations of business outages/disruption, known capital access issues, workforce
2133 supply/demand issues, infrastructure issues, technical assistance needs, financial literacy issues,
2134 impacts on critical supply chains and local industries.

2135 To be actionable, the mission scoping and assessment report contains three basic sections of
2136 information:

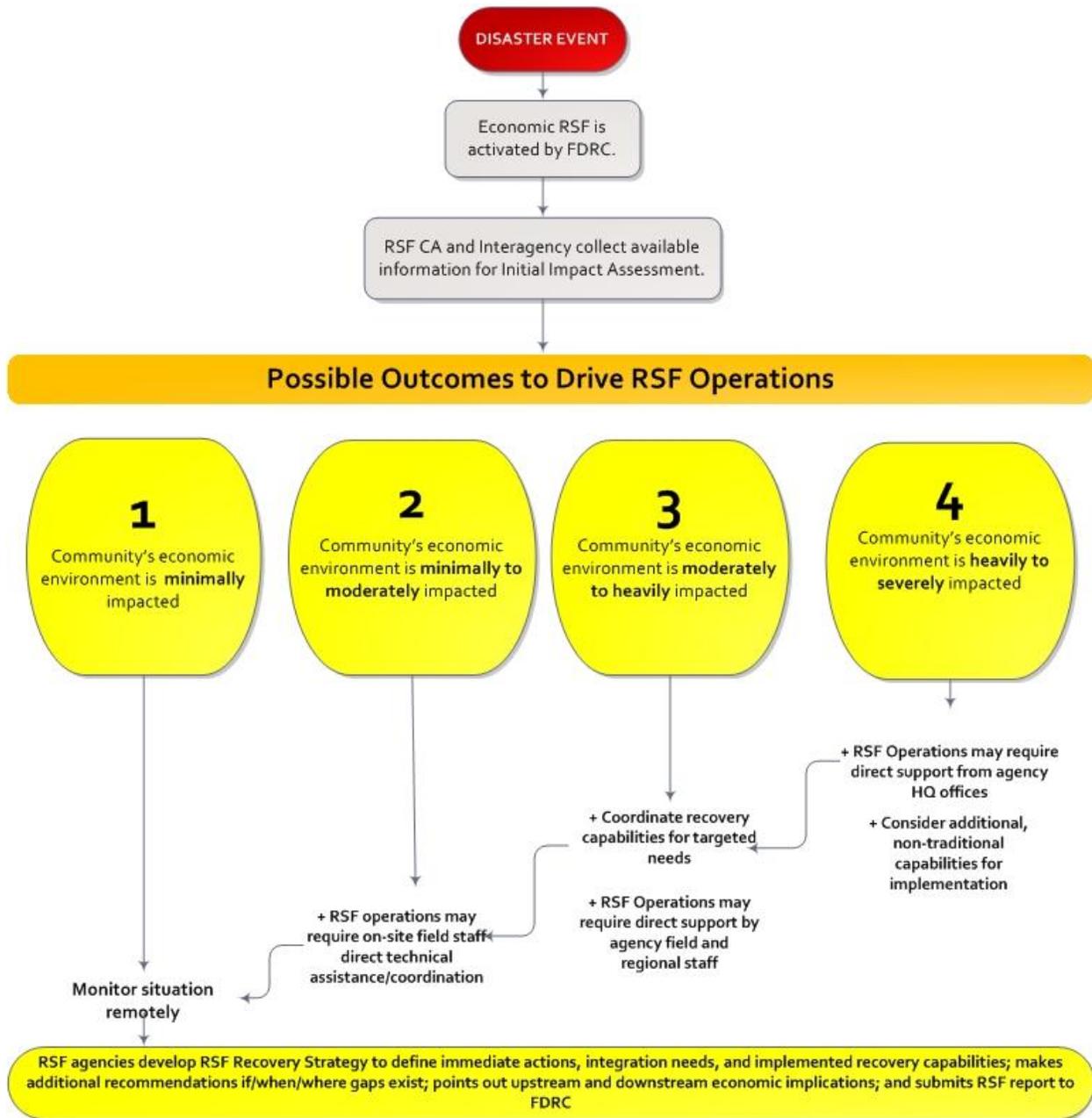
- 2137 • Economic baseline of the affected geography (demographics, economic activity,
2138 employment, etc.);
- 2139 • Actual and projected economic issues/damage and uncertainties of the disaster aligned
2140 to the nine economic recovery considerations; and
- 2141 • Existing or forecasted agency recovery activities.

2142 The Economic RSF CA will review all the information contained in the mission scoping
2143 assessment and provide that information to the FDRRC with a recommendation for next steps,
2144 based on RSF agency input. Depending on the incident and the geography affected, existing
2145 information resources may be used to project the anticipated impact through FEMA’s HAZUS
2146 tool (for flood, earthquake and hurricane incidents) and other damage estimating resources, to
2147 target inquiries in identifying economic damage and recovery issues.

2148 Generally, the mission scoping and assessment report will be used as a “first blush” snapshot of
2149 the immediate, unmet needs in the community. This snapshot will be instrumental in the
2150 development of the RSF Recovery Strategy to guide RSF implementation actions. For example,
2151 the assessment may indicate an absence of technical assistance resources for businesses. Once
2152 identified, this issue may indicate a need to support the establishment of business one-stop
2153 centers or to provide additional technical assistance resources from RSF agencies and
2154 state/regional partners. Ultimately, one of the goals of the mission scoping assessment will be to
2155 “triage” exceptional recovery issues in specific communities, or issues trending across multiple
2156 communities. This way the Economic RSF will be able to apply a “right-sized” approach to
2157 supporting the community’s economic recovery effort. A graphical depiction of this process is
2158 captured in Figure 3.

2159

2160 **Figure 3: Mission Scoping Assessment Process Overview**



2161

2162 **3.2 ON-SITE COORDINATION METHODOLOGY**

2163 As a result of the mission scoping assessment, the Economic RSF agencies can define, through
 2164 the RSF Recovery Strategy, whether an additional on-site presence is needed to support field
 2165 coordination and the delivery of technical assistance. Also, the FDRC can determine if an on-site
 2166 presence is required of RSF agency personnel. Generally, the need to drive an on-site presence

2167 of agency staff is needed if the consequences and/or scope of the disaster require additional
2168 support. Generally, the on-site presence of agency staff can be facilitated through a FEMA
2169 Mission Assignment or Interagency Agreement. Other non-reimbursable options are also
2170 available depending on the nature, duration and existing funding/authorities of the agency. This
2171 deployment of staff for on-site support is not to be confused with the classical deployment
2172 efforts of agencies executing response missions. A deployment of Economic RSF agency
2173 personnel is a targeted activity that generally involves facilitating interagency efforts to provide
2174 technical assistance, strategic planning or other support for affected communities.

2175 On-site staff support is generally manifested in one of three ways:

- 2176 • Periodic site visits to support FDRC's efforts in technical assistance, on-site assessment
2177 or leveraging subject matter expertise;
- 2178 • Sustained presence to support FDRC's efforts (generally co-located in the Joint Field
2179 Office) to provide an ongoing coordination of RSF operations between recovery
2180 stakeholders; or
- 2181 • Directed technical assistance through the convening of many RSF agency staff to conduct
2182 an Economic Development Assessment Team (EDAT) or targeted recovery forum. Both
2183 forms of technical assistance are interagency engagements that provide community or
2184 regional collaboration with local stakeholders to discuss, explore and strategize solutions
2185 to economic recovery issues.

2186 Which form the on-site support takes must be dependent on the availability of funds and the
2187 need for an on-site presence in the community. Since most RSF coordination operations can be
2188 fully executed through electronic means (teleconference, email, etc.) the need for an on-site
2189 presence must be driven by considerations for the appropriateness of timing, capacity of the
2190 community and the availability of RSF agency staff.

2191 **Section 4: Concept of Operations**

2192 **4.1 OVERVIEW**

2193 Generally, in order to regain its economic footing, a community impacted by disaster must
2194 understand three parameters. First, it must know what existed before the disaster. The
2195 community must honestly appraise the basis and trends of its pre-disaster economy. Second, the
2196 community must measure economic capability lost, and assess opportunities created, by the
2197 disaster. Finally, it has to understand its achievable economic options.

2198 To support these requirements, the Economic RSF mines the range of data repositories
2199 (governmental and academic) and combines the result with data gathered on-scene. Initial
2200 assessments, used to scope the effort, are based on such inputs as pre-disaster data, disaster
2201 modeling outputs and initial on-scene reports. The RSF works with the FDRC, state, territorial,
2202 tribal and local coordinators, the private and nonprofit sectors to continually expand its
2203 understanding of the local/regional economy. The efforts of the RSF assist the community in
2204 developing economic goals and defining the means of achieving them in their recovery plan. The
2205 CA will recommend application of the steady-state Federal programs supporting community
2206 plans and will coordinate their application. It will, where appropriate, coordinate the
2207 development and application of disaster-specific recovery programs for the economy and the
2208 innovative use of existing programs individually or collectively.

2209 It is important to appreciate, though the data collection outlined above is important in
2210 developing the best long-term recovery plan for an individual community, there are initial
2211 actions that may be taken almost immediately supporting long-term economic recovery. While
2212 assessments are being conducted, recovery activity is not delayed but already underway. The
2213 restoration of critical infrastructure, necessary to support business operations, and immediate
2214 essential services are critical. An early priority is the quick resumption of normal commerce and
2215 cash flow to reestablish a community's economic engine. This cash flow can be "primed" by
2216 government assistance funding, insurance payments, disaster lending or other capital infusions.

2217 Emergency Management Agencies know the basic requirements that first responders expect to
2218 be called upon to provide in a disaster. Work will continue to develop similar knowledge of
2219 critical initial activities for those people, agencies and organizations active in addressing
2220 economic recovery.

2221 **4.2 RSF RECOVERY STRATEGY**

2222 Following the completion of the mission scoping assessment report, the Economic RSF CA will
2223 continue to engage with field-level, and potentially national-level, RSF agencies and applicable
2224 state agencies to coordinate the immediate actions requiring RSF engagement. The RSF
2225 Recovery Strategy will be developed to serve as a management tool to define clear objectives,
2226 actions or deliverables to mitigate issues identified in the mission scoping assessment.
2227 Generally, the RSF Recovery Strategy will be updated monthly in consultation with the FDRC.
2228 Some examples of elements that are often included in the RSF Recovery Strategy are specific
2229 milestones to ensure information sharing, actions to deliver technical assistance to support
2230 state-driven recovery committees, efforts to conduct more in-depth economic impact
2231 assessments, and interagency efforts to support the establishment of business one-stop
2232 resources.

2233 **4.3 SCALABILITY OF COORDINATION ACTIVITIES**

2234 Depending on the outcome of the mission scoping assessment report and the resulting RSF
2235 Recovery Strategy, the field-level and HQ-level RSF agencies should scale the needs of the
2236 community with the operational tempo of the RSF activities, to avoid overwhelming local
2237 capacity and to ensure the interagency coordination efforts can be sustained. The table below
2238 captures a few broad options for how the coordination of activities can be scaled to meet
2239 community needs.

2240 **Table 4: Scalability of Coordination Activities**

| | COORDINATION NEED | UNIT | OPERATIONAL TEMPO OPTIONS | PRESENCE AT JOINT FIELD OFFICE OPTIONS | OPERATIONAL MODEL OPTIONS |
|------|-------------------|-------|--|--|--|
| 2240 | 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 CA; 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 |
| 2241 | 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 | As appropriate | Active effort to support recovery efforts, align programmatic capabilities and share information |
| 2242 | 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 | Likely, supporting ad hoc meetings; 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 |
| 2243 | 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 |

2244 **4.4 FIELD LEVEL CONSIDERATIONS**

2245 In the field, multiple organizations will be operating response activities as well as recovery
2246 activities. Short-term, intermediate and long-term recovery initiatives may be operating
2247 simultaneously. As a result, information and activities can be easily miscommunicated causing
2248 delays, frustration and wasted resources. With the assistance of personnel from RSF Primary
2249 Agencies and support organizations, as well as other coordinating agencies, the Economic RSF
2250 Field Coordinator is the primary point of contact for the FDRC or other RSF representatives at
2251 the Joint Field Office. Depending on the nature of the incident, community recovery
2252 requirements and the staffing capabilities of the RSF CA, the Economic RSF Field Coordinator
2253 can be assigned from any one of the Economic RSF Primary Agencies, with the approval of that
2254 agency. Depending on the size and scope of the disaster and resulting Economic RSF activation,
2255 the Field Coordinator may operate out of the Joint Field Office or virtually from their existing
2256 duty station.

2257 It is important that the Economic RSF Field Coordinator works collaboratively with the other
2258 RSF field coordinators to:

- 2259 • Assemble multidisciplinary assessment teams and resources when appropriate;
- 2260 • Share information via multi-organization meetings and other communications;
- 2261 • Identify how the Economic RSF can contribute to the efforts of the other RSFs;
- 2262 • Identify areas where the other RSFs may contribute to meeting goals of the Economic
2263 RSF;
- 2264 • View and review their RSF operations and metrics and be flexible in making adjustments
2265 as necessary to ensure that the end result meets agreed upon goals; and
- 2266 • Review lessons learned from each disaster and incorporate them into practice to improve
2267 recovery efforts for future disasters in that region and around the country.

2268 In addition, it is essential that the Economic RSF Field Coordinator be highly proactive and
2269 strategic in reaching out to Economic RSF field/regional representatives to identify economic
2270 recovery issues and organize a practical and measured response. Some activities the Economic
2271 RSF Field Coordinator should be minimally engaged in include:

- 2272 • Holding regular conferences to share recovery information, issues and strategize with
2273 field RSF agencies;

- 2274 • Developing a field-level Recovery Action Plan for submission to the HQ-level Economic
2275 RSF coordinator and eventual inclusion in the Recovery Support Strategy and Mission
2276 Scoping Assessment Report;
- 2277 • Meeting with local government, territorial, business, tribal, nonprofit and private sector
2278 stakeholders;
- 2279 • Serving as a primary point of contact, locally, for all economic recovery issues;
- 2280 • Coordinating and informing other RSF representatives of any community-driven
2281 economic recovery initiatives; and
- 2282 • Coordinating with field RSF representatives on their respective agencies' recovery
2283 activities (e.g., DOL workforce development initiatives/grants, SBA counseling and
2284 capital access activities, USDA Rural Development grant and loan-making activities,
2285 etc.).

2286 In the field, RSF member organizations at the Joint Field Office (JFO) work with non-Federal
2287 partners through the FDRC. Recovery activities will likely require direct relationships with non-
2288 Federal, private and nonprofit sector partners with ample coordination through the FDRC.

2289 The Economic RSF CA and its member organizations will work closely to support their state,
2290 territorial, tribal, local, private and nonprofit partners in the recovery effort. An economic
2291 recovery strategy will be integrated into an overall recovery strategy that identifies the types and
2292 levels of recovery assistance that the state and specific local communities will need and the
2293 resources and management plan the Federal government will use to coordinate and facilitate
2294 assistance.

2295 It is important that the Economic RSF and the FDRC work with the state, territorial, tribal, local
2296 and private/nonprofit partners to:

- 2297 • Develop a coordinated recovery strategy that addresses specific economic recovery needs
2298 for the state and for local communities;
- 2299 • Establish a process for obtaining baseline measurements;
- 2300 • Identify metrics to measure progress;
- 2301 • Designate state, territorial, tribal and local organizations that will coordinate the
2302 economic recovery efforts;

- 2303 • Identify sources of funding, including private sector and philanthropic organizations, to
2304 meet specific objectives;
- 2305 • Put in place mechanisms to reduce fraud, duplication and waste; and
- 2306 • Determine state, territorial, tribal, local capacity and training needs for Federal
2307 assistance applications.

2308 **4.5 NATIONAL-LEVEL CONSIDERATIONS**

2309 Multiple field teams may operate recovery efforts simultaneously. At the national level, the
2310 National Economic RSF Coordinator will provide support to the field efforts by:

- 2311 • Helping facilitate approval for special requests that need senior executive approval;
- 2312 • Serving as a liaison for HQ-level coordination of economic recovery efforts and helping
2313 engage additional resources, if requested, by the field operations;
- 2314 • Providing resources, including background information and talking points, for field
2315 teams;
- 2316 • Facilitating the incorporation of lessons learned from one field-level recovery effort to
2317 other field activities; and
- 2318 • Facilitating regular HQ-level coordination initiatives to mitigate risk and collaborate on
2319 economic recovery issues.

2320 The Economic RSF will also work with non-Federal government and private/nonprofit partners
2321 at the national level. Liaison relationships with the private sector will be through appropriate
2322 Federal advisory committees across the Primary and Supporting Agencies and the rest of the
2323 Federal government. Direct relations with various key private sector associations may be
2324 established, as needed, as economic recovery efforts and needs evolve. The main objective of
2325 these activities will be to provide support for meeting the recovery objectives of specific
2326 Economic RSF field operations.

2327 **4.6 RELATIONSHIP WITH STATE, TERRITORY, TRIBAL, LOCAL** 2328 **AND PRIVATE SECTOR PARTNERS**

2329 The collaborative approach at the Federal level must be responsive to the needs of the local
2330 stakeholders that will continue the long-term recovery efforts when Federal engagement returns

2331 to the steady-state. The “ground truth” of economic damage and recovery issues will be
 2332 ultimately derived from information assembled by the state, territorial, tribal, local, private
 2333 sector and nonprofit partners. For that reason, the Economic RSF will be heavily dependent on
 2334 an active and regular communication with the appropriate stakeholders. This communication
 2335 will seek to collect and disseminate information on the economic issues affecting the
 2336 communities/region and collaboration in identifying methods to mitigate effects. These
 2337 relationships are summarized below using an input/output model. In the context of this model,
 2338 a potential RSF output is a potential contribution the Economic RSF agencies can provide to the
 2339 efforts of the external stakeholder. The reverse is true for a potential RSF input, where the input
 2340 is a potential contribution the stakeholder can make to the efforts of the Economic RSF
 2341 agencies. Congressional action may be required depending on the nature of the potential
 2342 Economic RSF output.

2343 **Table 5: Partner Relationships**

| | EXTERNAL STAKEHOLDER | POTENTIAL ECONOMIC RSF OUTPUT | POTENTIAL ECONOMIC RSF INPUT |
|------|-------------------------|---|--|
| 2344 | State/Territory | Grants and loans for statewide economic priorities; economic damage assessment information | Encouragement of economic recovery initiatives within the state; implementation of cooperative agreements with other states for economic recovery; collection of economic impact assessment information |
| 2345 | Local/Tribal | Economic development support that help residents and businesses stay in the area by creating and restoring jobs; economic damage assessment information | Implementation of programs to improve long-term economic resiliency and sustainability; collaboration with adjoining communities for multi-local and regional recovery; collection of economic impact assessment information; strategic planning/direction on the community’s economic recovery priorities |
| 2346 | 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 |
| 2347 | 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 resiliency; collection of economic impact assessment information |

2348 **4.7 COMMUNICATION AND INFORMATION SHARING**

2349 Communication at all levels of recovery assistance is vital. The RSF CA must ensure
2350 communication with its members, the FDRC, as well as with the state, territory, tribal and/or
2351 local governments and the private/nonprofit sectors. Such coordination will better effect
2352 recovery processes and allow innovative approaches, such as alternative sources of capital, as
2353 well as methodologies for prioritizing assistance to critical businesses.

2354 **INTERNAL COMMUNICATION PATHWAYS**

2355 In order to ensure that each RSF organization's own work is coordinated for recovery efforts for
2356 a particular disaster, a designated point of contact/liaison is necessary at each partner
2357 organization. Each agency liaison will be responsible for coordinating the recovery resources for
2358 his/her own agency and will ensure that information gets communicated, both within relevant
2359 parts of his/her own organization and to the other agency liaisons and the Economic RSF CA
2360 Coordinator.

2361 To ensure smooth and clear information sharing from each organization to the Economic RSF
2362 CA Coordinator and to the FDRC, information should flow as such:

- 2363 • Information within each organization is coordinated through the department liaison;
2364 and
- 2365 • Information within the Economic RSF member is coordinated through the Economic
2366 RSF CA Coordinator before it goes to the FDRC.

2367 **EXTERNAL COMMUNICATION PATHWAYS**

2368 Communication with partners external to the Federal government will be coordinated through
2369 the FDRC as these efforts may span multiple RSFs. In order to coordinate the involvement of
2370 private sector and nonprofit entities including representatives from major employers, small
2371 businesses, economic development corporations, business organizations, and private and
2372 nonprofit organizations, ad hoc councils for the recovery effort may need to be established at the
2373 recovery headquarters to inform both the FDRC and the State Recovery Coordinator.

2374 In order to assist the FDRC, the Economic RSF CA Coordinator will:

- 2375 • Provide planning and facilitation support for public meetings;
- 2376 • Facilitate the formation of local recovery management structure and capacity building;

- 2377 • Provide support for the economic portions of the local Recovery Plan; and
- 2378 • Provide support in creating and facilitating the involvement of private sector and
- 2379 nonprofit resources.

2380 These efforts will help to ensure the state, territorial, tribal and local coordinators and the
2381 private and nonprofit sector partners are aware of Federal assistance available to them and that
2382 the groups work together to address gaps in economic recovery.

2383 Activities to ensure communication may include the standardization and frequency of
2384 reporting/updates within the RSF, the efficient sharing of raw and processed economic data and
2385 the collaborative formation of metrics and monitoring tools. These processes will recognize the
2386 various Federal agencies supporting the RSF have existing relationships with the community
2387 and other elements supporting economic recovery. These channels must be leveraged to ensure
2388 all entities within the RSF have sufficient, accurate understanding of the evolving situation.

2389 **4.8 IMPLEMENTATION AND MONITORING**

2390 The implementation of the recovery effort under the Economic RSF is intended to be a flexible,
2391 adaptive, coordinated effort on the part of the Federal government – in partnership with state,
2392 territorial, tribal, local and private sector partners. The implementation of these activities will be
2393 delegated to the agency originating the program activity. For example, SBA’s disaster loan
2394 program is implemented and monitored by the SBA. However, agencies must share the
2395 outcomes, issues and progress among their partners in the Economic RSF. This way, the
2396 Economic RSF CA can track the progress of the recovery effort and continually evaluate when
2397 opportunities exist for creating leverage through interagency collaboration. This will be part of a
2398 continual reassessment process to track RSF progress and its effort to meeting the milestones
2399 established by the FDRC.

2400 Over time, recovery efforts progressively transition into the steady-state efforts of the agencies
2401 in the RSF. While recovery issues will likely persist, the scope and applicability of the issues will
2402 eventually be addressable by steady-state programs. For example, workforce development issues
2403 such as retraining and job placement likely existed pre-disaster. While the impact may have
2404 become more acute post-disaster, the need persists and the steady-state effort to mitigate those
2405 issues must be integrated into the day-to-day operations of the Federal, state, territorial, tribal
2406 and local stakeholders.

2407 **4.9 CAPTURING AND SHARING LESSONS LEARNED**

2408 There is no standard or predetermined pathway for a community's or a region's economic
2409 recovery. The particular path a community takes when recovering from a major disaster will
2410 differ from other localities as a result of multiple factors, including the scale of the disaster's
2411 impact, specific community needs and conditions and the resources available. While such
2412 circumstances prevent the development of a "canned" approach for effective economic recovery,
2413 potentially valuable insights can be learned from the experiences of communities that have
2414 already grappled with the disaster recovery process.

2415 There are four common factors associated with successful recovery following natural disasters
2416 that the Government Accountability Office reported to the U.S. Senate, Committee on
2417 Homeland Security and Governmental Affairs in 2008 (GAO, Sept. 2008).

- 2418 • State and local governments have created clear, implementable and timely recovery
2419 plans. Specifically, these plans 1) identify clear goals for recovery, 2) include detailed
2420 information to facilitate implementation, 3) are established in a timely manner and 4)
2421 establish bases for subsequent governmental evaluations of the recovery's progress;
- 2422 • State and local governments have strengthened certain capacities – including having
2423 financial resources and technical know-how – to effectively take advantage of Federal
2424 assistance;
- 2425 • Federal, state and local governments focused on strategies that successfully fostered
2426 business recovery after a disaster, such as programs to help small businesses survive the
2427 disaster and keep them in the community; and
- 2428 • Federal, state, and local governments have looked for ways to adopt a comprehensive
2429 approach to combating fraud, waste and abuse (e.g., contractor fraud, fraudulent
2430 claims).

2431 **4.10 DEMOBILIZATION AND TRANSITION TO STEADY-STATE**

2432 The active engagement and coordination of Economic RSF agencies must be responsive and
2433 flexible to the demands and ongoing recovery needs experienced by communities. The
2434 engagement of the RSF at the field and national levels will vary in intensity and modality
2435 depending on a regular evaluation of these needs. The level of engagement must always be
2436 proportional to the needs of the community. Based on the recovery continuum, coordination
2437 needs during the intermediate and long-term phases will almost invariably be considered

2438 “steady-state,” as enough time will have passed that most persistent coordination needs can be
2439 addressed through existing agency efforts to conduct business. As the need for active
2440 coordination diminishes, the Economic RSF Field Coordinator will work with the FDRC to
2441 establish a scale-back approach that can ensure ongoing coordination and communication needs
2442 can be satisfied over time.

2443 Following the transition to steady-state of an Economic RSF engagement, the Economic RSF CA
2444 will convene an after-action review process to capture lessons learned. These lessons will be
2445 identified in a Corrective Action Plan. Some items will be integrated in future iterations of the
2446 Economic RSF Annex and appropriate Economic RSF Standard Operating Procedures. Others
2447 may enhance steady-state programs and their ability to mitigate the impacts of future disasters.

2448 **Section 5: Economic Recovery Considerations**

2449 All Economic RSF engagements will seek to derive basic information related to the nine
2450 fundamental post-disaster economic recovery considerations:

- 2451 • *Community Planning* – Consideration of community-driven economic recovery
2452 planning efforts and issues;
- 2453 • *Cash Flow* – Consideration of individual and business cash flow issues;
- 2454 • *Business Resumption* – Consideration of businesses returning, rebuilding
2455 concerns/issues, capital access resources and business planning;
- 2456 • *Finance and Insurance* – Consideration of access to capital issues, insurance
2457 payments/coverage issues;
- 2458 • *Workforce Development* – Consideration of post-disaster labor demand with supply,
2459 retraining programs, the unemployed, temporary employment, etc.;
- 2460 • *Economic Development* – Consideration of accelerated project development, repurposed
2461 initiative, job creation opportunities and other associated issues;
- 2462 • *Small Business* – Considerations for small business issues like business planning, capital
2463 resources and the need for technical assistance;
- 2464 • *Marketing and Communications* – Considerations for promoting active and consistent
2465 communication between Federal, state, local and private sector stakeholders regarding
2466 the issues and opportunities affected the economy; and
- 2467 • *Assessment and Evaluation* – Consideration for the access, collection and analysis of
2468 economic recovery-related data.

2469 These considerations are considered by the Economic RSF to be foundational issues associated
2470 with most, if not all, disasters. Economic assessments and recovery planning are centered on
2471 addressing these elements. Naturally, the opportunity exists for other issues to arise that are not
2472 appropriate under these considerations. In those instances, the flexibility is afforded the
2473 Economic RSF to adapt accordingly to the on-the-ground needs.

2474 **5.1 COMMUNITY PLANNING**

2475 Communities across the country vary in size, geography and demographics. Community
2476 planning is a strategic planning process that addresses the needs of the community in a
2477 purposeful way, providing for and promoting the future well-being of the area by integrating
2478 land use, housing, transportation, economic and social considerations, such as childcare, so
2479 parents can return to work.

2480 **RSF CAPABILITIES**

2481 After a disaster, communities have the opportunity to review their pre-disaster state, to create a
2482 vision for the future which may include rebuilding or “building back better.” Thus the
2483 consideration of the community’s plans for economic recovery is at the forefront of any
2484 Economic RSF initiative. The role of the Economic RSF facilitates and enables the recovery
2485 capabilities of the community; it is not the sole driver of the recovery.

2486 Technical assistance grants to provide expert support and additional capacity:

- 2487 • FEMA: Long-Term Community Recovery
- 2488 • EDA: Economic Adjustment
- 2489 • USDA: Rural Development
- 2490 • HUD: Community Development Block Grant

2491 **Table 6: Community Planning Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLES) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------|--|--|--|
| 2492 Community Planning | Planning and capacity-building support | Technical support | Foundation grants, technical expertise on private assets, volunteers, private capacity (electricity, telecommunications, etc.) |
| | 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 like food, housing, care for the elderly, etc. |
| | 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 |

2493 **5.2 CASH FLOW**

2494 Virtually every disaster results in a reduction, even near cessation, of the flow of cash
 2495 throughout the affected area. Damage to a business’s property may cause it to cease operations.
 2496 Businesses that remain open will lack customers due to evacuations, or simply a display of
 2497 consumer caution, until local residents sort out personal circumstances. Some disasters create
 2498 consumer safety concerns damaging a local or regional “brand,” such as in the case of the BP
 2499 Deepwater Horizon oil spill and Gulf seafood. Catastrophic disasters will disrupt banking
 2500 operations, slowing the ability of businesses to access accounts and move funds. Access to new
 2501 capital will also be severely reduced.

2502 The degree of damage an individual business suffers will depend on the nature of the business.
 2503 Large firms with diversified operational bases (geographic dispersion, multiple product lines,
 2504 adequate continuity plans, etc.) will suffer far less than a firm focused on the impacted region or
 2505 one that owns a critical node there. Small businesses can face severe survival issues post-
 2506 disaster. Even profitable businesses experiencing sudden, large-scale reductions in cash flow
 2507 will find it difficult to sustain the operations they conducted pre-disaster. The economic cascade

2508 further devastates the affected region; bills to local suppliers go unpaid, payroll dries up, new
2509 orders for supplies cease. The magnitude and duration of the cash crisis will depend on a myriad
2510 of factors.

2511 **RSF CAPABILITIES**

2512 All agencies at all levels of government can contribute to the building of customer bases. Within
2513 the Economic RSF, some of these capabilities include: the individual and public assistance
2514 programs of FEMA, the SBA disaster loan resources and Economic RSF engagement with the
2515 private sector. Some of the programs that can directly inject cash (in some cases on a
2516 competitive basis) into a suffering economy include:

- 2517 • FEMA: Individual assistance programs, public assistance programs, direct contracting;
- 2518 • Labor: Unemployment benefits, national emergency grants;
- 2519 • HUD: Community Development Block Grants effected through variety of state and local
2520 programs;
- 2521 • SBA: Economic Injury Disaster Loans, government contracting and business
2522 development;
- 2523 • Treasury: Grant funding to Community Development Financial Institutions (CDFIs),
2524 New Market Tax Credit authority to Community Development Entities (CDEs); and
- 2525 • USDA: Loan and subsidy programs.

2526 **Table 7: Cash Flow Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLES) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------|---|---|---|
| 2527 Cash flow | Availability of working capital and bridge loans | Working capital loans for small businesses, small agriculture coops, 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 sales/customer base | Direct/targeted contracting, special business districts | Direct/targeted contracting or support of local businesses, resumption of normal operations themselves, creation of special business districts |
| | Indirect ways to maintain sales/customer base | Assistance to individuals via public assistance, disaster assistance, traditional and disaster unemployment insurance to maintain individual income for purchase of goods/services | Involvement of community organizations that can help provide essentials to residents so residents do not relocate, resumption of normal business (especially of anchor tenants) |
| | Maintaining/repairing brand damaged by the disaster | Assertions of public safety via reports/statements, 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 |

2528 **5.3 BUSINESS RESUMPTION**

2529 Not only do businesses need to consider *whether* they will resume operations, but also *how* they
 2530 will persevere. Business reopening decisions are often proprietary financial decisions evaluating
 2531 the costs for rebuilding, the risks of the impact to the local market and the overall risks of
 2532 continuing to do business in the impacted community. Business resumption can often serve as
 2533 the catalyst for the recovery-related decisions of many other community assets. For example, if a
 2534 major employer decides to repair its facilities, the employees are more likely to return as they
 2535 have access to gainful employment. In addition, local suppliers and service-related businesses
 2536 depend on the business generated by impacted employers will also be more likely to return. Of
 2537 course, the inverse is also true: if the major employer does not return, a possible series of
 2538 negative ripple effects for the community may hinder the recovery effort.

2539 This issue is not isolated to a single large employer deciding to return, it is closely tied to the
2540 effectiveness and speed of insurance claims, individual assistance and supply-chain logistics.
2541 For example, if the consumer, vendor and distributor of a particular good are all affected by the
2542 disaster, any delay in resuming the flow of cash, credit and inventory can hinder the recovery
2543 effort. Pre-disaster business continuity planning makes this process less risky.

2544 **RSF CAPABILITIES**

2545 The role of the Economic RSF in the individual businesses' decision to reopen can be a delicate
2546 one. Generally, if there are anchor employers that have been affected by a disaster, it should be
2547 the role of the Economic RSF to engage with the local, regional and state governments to work
2548 with the business to demonstrate political support for staying in a community, identify financial
2549 incentives the state or local governments can offer or find alternative roles for facilities and the
2550 labor force.

- 2551 • FEMA: Public and individual assistance programs;
- 2552 • Commerce: EDA Economic Adjustment, NIST Manufacturing Extension Partnership;
- 2553 • HUD: Community Development Block Grants;
- 2554 • USDA: Rural Development programs; and
- 2555 • SBA: Physical and Economic Injury disaster loans.

2556 **Table 8: 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, 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, 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, formation of co-ops |

2557

2558 **5.4 FINANCE AND INSURANCE**

2559 Disaster creates uncertainty. To financial analysts, uncertainty equates to risk. Risk increases
 2560 the cost of capital and insurance for businesses in the impacted area. Without available and
 2561 affordable capital, businesses cannot rebuild capacity lost in the disaster and fund alterations to
 2562 existing capacity, to adapt to the post-disaster economy.

2563 Insurance is the first recourse for most businesses to recapitalize after a disaster; it is the
 2564 assumed primary source of funding for most available disaster loan credit. The loans are
 2565 intended to fill the gap between available insurance funds and replacement costs. Insurance
 2566 policies in effect at the time of a disaster, however, may contain provisos restricting payment in
 2567 certain circumstances. Flood and wind damage may be handled differently. Basic policies often
 2568 do not cover earthquake or terrorist damage. Accidental man-made causes may or may not be
 2569 covered. Moving forward from a disaster, the perceived or measurable risk remaining to the
 2570 affected area may be viewed differently than pre-disaster judgments. When this reassessment of
 2571 risk occurs, it almost always means increased insurance rates for businesses, which lead to some
 2572 amount of relocation and business closure. Actions to mitigate risk that are practical within the
 2573 disaster area may be critical to preserving an individual business or an entire class of business.

2574 Ultimately, the RSF must work with its partners to create conditions or otherwise facilitate the
2575 renewed provision of capital investment from the private sector. For some disasters, this entails
2576 establishing conditions such that perceived risk returns to, roughly, pre-disaster levels. For
2577 example, in more limited disasters, assuring the continuation of operations by a major source of
2578 employment and lending enough money to adequately supplement insurance payments will be
2579 sufficient. In catastrophic disasters such as Hurricane Katrina in 2005, or when dealing with
2580 unique circumstances (e.g., the September 2001 terror attacks), much more specific approaches
2581 will be required. Such approaches – whether business incubators, forgivable loans, disaster
2582 recovery bonds or others – hinge on private sector engagement, which, in turn, rests on
2583 confidence.

2584 **RSF CAPABILITIES**

2585 The key to financial recovery is the engagement of the private sector. Governmental programs at
2586 any level provide critical capital for rebuilding capacity (e.g., SBA physical disaster loans); seed
2587 money for new initiatives (through targeted application of steady-state programs, such as
2588 annual grant funding programs through Treasury’s CDFI Fund and HUD’s Community Block
2589 Development Grant); and incentives for private investment (e.g., tax incentives such as the Gulf
2590 Opportunity Zones – GO Zones). More importantly, the RSF serves as a clearinghouse for ideas
2591 and innovation and as a facilitator to bring businesses, ideas and capital together.

2592 The ability to draw new capital to a community impacted by disaster is closely linked to other
2593 elements of the Economic RSF. Assessment and evaluation of the community is fundamental in
2594 order to establish a reasonable vision of what a “new normal” can be. Capitalizing on
2595 entrepreneurial opportunity – whether pre-existing or resulting from the disaster – will be
2596 critical to energizing recovery for both large and small businesses.

2597 One of the key qualitative metrics of economic recovery is the resumption of steady-state
2598 channels for capital, and the transition from governmental *disaster* programs to routine ones
2599 must be encouraged. In fact, a more direct and transparent transition can be engineered by the
2600 early inclusion of certain steady-state programs into the RSF’s efforts. These include:

- 2601 • HUD: Community Development Block Grants;
- 2602 • SBA: Small business (7a/504) loans, Small Business Investment Corporations;
- 2603 • Treasury: The CDFI Fund grant programs;
- 2604 • USDA: Loan and subsidy programs; and

- 2605 • Commerce: EDA Revolving Loan Fund Program and Regional Innovation Acceleration
- 2606 Network (RIAN).

2607 **Table 9: Finance and Insurance Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLE) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------|--|---|---|
| 2608 Finance and Insurance | Assistance for existing loans | Assistance to meet financial obligations | Renegotiate terms of agreements, including deferred loan payments |
| | Protecting commercial investment | Activities to protect improved property such as public facilities and residential and commercial developments; financial assistance for mitigation efforts to protect damaged property from, and reduce the cost of, future disaster damage | Special loans, disaster mitigation and recovery education |
| | Relief for community and local banks | Ease of banking regulations and publication requirements | Formation of consortiums to share information and best practices |
| | Maintaining/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, continuity of former expansion plans |
| | Assistance getting credit | Guaranteed loans to bolster private sector structure | Education/training, community outreach |

2609 **5.5 WORKFORCE DEVELOPMENT**

2610 Workforce issues include labor availability, workforce development and retraining. A disaster
2611 may present a multitude of conflicting and compounding workforce issues. Much of the
2612 workforce will be completely, and in some cases permanently, displaced after a disaster.
2613 Affected communities face the challenge of integrating new labor market skills. Workers may
2614 need to engage in retraining to meet new local workforce demands.

2615 **RSF CAPABILITIES**

2616 The key workforce development capabilities available to the Economic RSF are located within
2617 the Departments of Labor and Commerce. These include:

- 2618 • Compiling unemployment statistics, processing grant awards and providing response
2619 teams;
- 2620 • Administering programs that provide temporary income support to unemployed
2621 individuals;
- 2622 • Providing National Emergency Grants for employment and training assistance;
- 2623 • Providing Division of Unemployment Assistance information to eligible individuals when
2624 the Disaster Declaration(s) provide for Individual Assistance;
- 2625 • Acting through the Employment Standards Administration’s Office of Workers’
2626 Compensation Programs (OWCP);
- 2627 • Mobilizing the One-Stop Career Center System; and
- 2628 • Providing workers’ compensation coverage to Federal workers and eligible dependent
2629 survivors for employment-related injuries or death.

2630 **Table 10: Workforce Development Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLES) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------|---|---|--|
| 2631 Workforce Development | Retaining/creating jobs | Technical and financial assistance for job creation/retention programs, entrepreneurship and business development | Education/training, community outreach, foundation grants, business incubators, 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 planning | Data gathering, volunteer assistance, participation of local university talent/research |
| | Assistance for dislocated workers | Funds to provide retraining and job-search assistance | Nonprofit education/training and community outreach, job fairs, resume assistance, job/work (online) bulletin boards |

2632 **5.6 ECONOMIC DEVELOPMENT**

2633 A disaster may have lasting impacts on local economic development initiatives at all levels –
 2634 state, territorial, tribal, local, private sector and nonprofit. Existing economic development
 2635 strategies need alteration to meet the needs of a “new normal” and incorporate *community-*
 2636 *driven* planning elements. Also, the need may arise to enhance the diversification of the
 2637 economic base of the disaster-impacted and recipient communities to take advantage of shifts in
 2638 the labor market. At the core of most economic development considerations is the establishment
 2639 of a disaster coordinator to conduct economic development and recovery activities for the
 2640 duration of the effort. Since many of the economic development applications in the disaster
 2641 recovery environment are by definition long-term (e.g., diversification initiatives, business
 2642 incubators, business retention and expansion programs), it is vital to have the resources
 2643 available to sustain those efforts for the duration of the recovery effort.

2644 In addition to these considerations, it is necessary to evaluate the pre-disaster economic
 2645 development strategies and plans to consider their applicability in a post-disaster environment.
 2646 In many cases, well-considered economic development projects may still have relevance in a
 2647 post-disaster environment, if their primary goal was to promote businesses and spur job
 2648 creation. So, a community with an existing strategy for targeting key growth industry sectors or

2649 a business retention and expansion program should be in a better position to meet economic
2650 development needs post-disaster. However, some considerations must be made, at the local
2651 level, to evaluate how projects may be adjusted and appropriately accelerated to expedite the
2652 recovery process. The evaluation of the post-disaster economic development strategy should be
2653 a bottom-up effort to capitalize on the community's assets.

2654 **RSF CAPABILITIES**

2655 The key to economic development is an effective, coordinated plan that takes into account the
2656 will of the community and the interests of all stakeholders. Such a plan must, of course, be
2657 rooted in economic reality. Planning requires technical assistance for feasibility studies, impact
2658 assessments, investment projects, identification and exploitation of entrepreneurial
2659 opportunities and similar efforts. To be effective, plans may require various types of tax and
2660 regulatory relief.

- 2661 • Economic RSF CA: Nonprofit/private sector coordination;
- 2662 • DOC: Economic Adjustment Assistance, NIST Manufacturing Extension Partnership,
2663 other grant programs;
- 2664 • HUD: Community Development Block Grant;
- 2665 • USDA: Rural Development grants and loan guarantees; and
- 2666 • Treasury: The CDFI Fund grant and New Market Tax Credit programs.

2667 **Table 11: 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, 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, public-private partnerships |
| | Encouraging entrepreneurs | Entrepreneurship programs, technical assistance, grant programs, special business zones | Mentoring programs, business panels, business incubators, funding entrepreneurship programs in schools, trade shows |
| | Encouraging economic diversity | Community/comprehensive planning assistance, tax incentives, special districts, feasibility studies | Construction in mixed-use zoning, public-private partnerships, creation of community-focused amenities that attract other business and residents |
| | Sustainable economic development | Technical assistance | Foundation grants, involvement of research institutions, encouraging business continuity planning |
| | Expanding business and employment opportunities | Loan guarantee, business improvement districts, tax incentives | Foundation grants, business education and training |

2668

2669 **5.7 SMALL BUSINESS**

2670 A disaster invariably impacts small businesses far more than large ones. Where bigger firms can
 2671 rely on assets outside the affected region, the small firms' lack of capital resources, existing debt
 2672 burdens and limited excess capacity serve as barriers to the resumption of business activity.

2673 Small business owners who survive the incident can succumb to its consequences.

2674 Contamination risks, infrastructure damage or population shifts may make restarting business
 2675 untenable. As a result, many small businesses move after a disaster; but moving just outside the
 2676 disaster zone or following a displaced population may be more expensive than staying put. Can
 2677 the new location support the business? Can the owner compete when the firm's presence creates
 2678 a distinct tension between pre-existing businesses in the recipient community and those owners
 2679 trying to start fresh? In order to survive, businesses need to be flexible, innovative and adaptive.

2680 Some situations require adapting existing businesses' plans, over the long-term, to
 2681 accommodate a new normal. In other circumstances, the best course may be for a small business
 2682 to make short-term shifts (e.g., a restaurant caters to responders until its customer base
 2683 returns).

2684 Ultimately, economic success post-disaster is not predicated solely on the survival of existing
 2685 businesses. True success occurs when the opportunities created by the disaster are fully grasped.
 2686 Put differently, post-disaster success requires entrepreneurs.

2687 **RSF CAPABILITIES**

2688 Assessing the applicability of SBA disaster loans is a first step for an affected business and for
 2689 the Economic RSF, but this capability will seldom be the whole solution. SBA loans, combined
 2690 with counseling services, is key, however all RSF partners have a role to play. Other agencies
 2691 possess loan programs that can better adapt under certain circumstances. Cash flow, finance
 2692 and workforce issues will be of vital importance for small businesses.

2693 **Table 12: Small Business Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLES) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------|--|---|---|
| Small Business | Furthering entrepreneurship | Technical assistance, entrepreneurship initiatives | Small business loans, mentoring programs |
| | Moving vs. staying | Technical assistance, disaster assistance, community planning | Business development and planning assistance |
| | Balancing business and personal recovery needs | Technical assistance, disaster unemployment insurance, business assistance | Involvement of volunteer organizations, 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, financial assistance | Education on continuity and disaster planning, loans and grants for commercial improvements |

2694

2695 **5.8 MARKETING AND COMMUNICATION**

2696 Disasters frequently taint industries and regions, creating actual or perceived conditions that are
2697 undesirable or unsafe for consumers. The 9/11/01 attacks contributed directly to a 10% to 20%
2698 reduction in airline business, and demand for Gulf seafood plummeted in the aftermath of the
2699 2010 BP Deepwater Horizon oil spill. Some of these conditions can be rectified by
2700 straightforward “open for business” and “all cleaned up” messages in relatively conventional
2701 marketing efforts. Others can be solved only by time – earthquake aftershocks must subside.
2702 The more problematic situations require a version of “rebranding” the product.

2703 Because conditions can be dramatically changed by a disaster, new opportunities arise in its
2704 wake. Just as brushfires can be beneficial to forests, disasters can make apparent that old
2705 patterns of business are no longer tenable or communities may choose to alter their paths
2706 forward. Simply repairing the damage caused by the disaster creates opportunities for firms that
2707 did not previously exist. The marketing challenges brought by these opportunities may range
2708 from making a customer base aware that there is a capability available to meet a new need, to
2709 making it clear that a firm is not opportunistically capitalizing on the pain and difficulty that
2710 follows disaster.

2711 **RSF CAPABILITIES**

2712 The Economic RSF can create conditions conducive to the marketing efforts of individual
2713 businesses, but it cannot market on behalf of even a specific community, much less an individual
2714 business. Resources can be made available to communities to encourage the return of
2715 customers. Typically, state tourism and/or economic development offices receive Federal funds
2716 to spread the “open for business” and “all cleaned up” messages.

2717 Certain disasters reveal pre-existing conditions that suggest alterations in government
2718 regulations, which can also contribute to a favorable business climate. For example, the creation
2719 of the Transportation Security Administration facilitated trust in airline travel after the 9/11
2720 attacks. Similar regulatory changes have stemmed directly from the loss of consumer confidence
2721 in the housing and mortgage markets since 2007.

2722 Rebranding can be more complex than marketing or regulatory change. If an area or a product is
2723 viewed as unsafe, confidence in its safety must be restored. While the RSF would not be involved
2724 in the restoration of an individual product, USDA and other agencies have implemented

2725 techniques to assure the American public and the global market that certain agricultural
 2726 products are free of “mad cow disease” and other threats. The Economic RSF can serve as a
 2727 coordinator in the orchestration of measures that support claims of safety, statements by
 2728 governmental experts or VIP use of a product.

2729 **Table 13: Marketing and Communication Capabilities**

| ECONOMIC RSF CONSIDERATION | COMMON ELEMENTS | FEDERAL CAPABILITIES (EXAMPLES) | OPPORTUNITIES FOR PRIVATE AND NONPROFIT SECTORS |
|----------------------------------|---|---|--|
| 2730 Marketing and Communication | Maintaining customers | Funds to state tourism or economic development organizations, VIP visits, other media | Marketing campaigns, VIP visits, targeted and positive media attention |
| | Industry-specific marketing | Creation of new administration/agency/group for that industry, new industry regulations | Industry group marketing and media attention |
| | Rebranding geographic area or local product | Statements by government experts, VIP use of product or visit | Tourism board advertising in regional and larger publications |

2731 **5.9 ASSESSMENT AND EVALUATION**

2732 Disasters present communities and businesses with information challenges. Post-disaster
 2733 communities are over-tasked and usually understaffed. Depending on the state of economic
 2734 development planning in the community, pre-disaster data may be limited, post-disaster data
 2735 unavailable and analytical capacity sparse. Further, the assessment and evaluation needs of
 2736 adequate recovery planning may necessitate the capture of a diverse set of data (economic
 2737 development, community planning, workforce, business and industry output, etc.) not routinely
 2738 tracked at the local level.

2739 The assessment and evaluation of circumstances post-disaster is critical to devising an
 2740 attainable plan for recovery. Such appraisals are most effective when they are realistic, fact-
 2741 based and devoid of emotion. At the same time, the economies of many communities hinge on
 2742 less tangible qualities – “southern hospitality,” “livability” or “urban destination.” Disasters
 2743 often threaten both the tangible and the intangible. Post-Katrina New Orleans provides an
 2744 excellent example: a shift in population threatened the vast portion of businesses, but many
 2745 feared that among the populace that moved was the heart of the musical community,
 2746 responsible for much of the city’s unique character, upon which much of the local economy was

2747 based. Assessments and evaluations must combine the quantitative and tangible with the
2748 qualitative and imprecise.

2749 **RSF CAPABILITIES**

2750 While a primary short-term goal of the Economic RSF is to assure the resumption of cash flows
2751 in the disaster affected region, one of the first activities undertaken by the RSF is to begin data
2752 collection on the community's economy. As emergency responders stabilize the disaster's
2753 consequences, data collection will shift to on-scene assessment by multidisciplinary teams
2754 working with local economic planners, private sector leadership and elected officials. The
2755 Economic RSF will deploy these teams as it becomes practical for local leaders to engage in the
2756 economic planning for the path forward. The output of these teams will be shared with
2757 communities quickly, for local use, and will inform the ongoing efforts to develop intermediate
2758 and long-term plans to support economic recovery.

2759 Primary RSF agencies can facilitate the ongoing evaluation and assessment that communities
2760 will require to implement/adapt economic plans, through technical assistance provisions of
2761 programs such as FEMA's public assistance, HUD's Community Development and Block Grants
2762 and USDA rural assistance. In general, the assessment and evaluation function will inform the
2763 plans to apply disaster assistance programs and steady-state programs adapted to disaster
2764 purposes and to facilitate and expedite the transition from these disaster-oriented efforts to
2765 steady-state programs aimed simply at economic development.

2766 Early assessment will be needed to provide the Infrastructure Systems RSF information
2767 necessary in prioritizing short-term and intermediate infrastructure restoration needs and to
2768 provide the power and telecommunications needed for business resumption, as well as support
2769 the transportation system needs to reestablish supply chains. Similarly, more robust
2770 assessments will frame support to rebuild business capacity and encourage the private sector to
2771 begin opening access to capital. The transition to steady-state programs – a goal of long-term
2772 recovery – will depend on assessments of the “realm of the possible” for developing the new
2773 normal for the post-disaster economy.

2774 **Table 14: 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, data provision | Cooperation of local businesses and related supply chains to provide accurate and timely data, participation of universities and nonprofit economic think tanks |
| | Post-disaster data gathering and analysis | Technical assistance, program support | Involvement in consortiums to monitor data, participation of university researchers |
| | Setting priorities | Community planning assistance, technical assistance | Setting and sharing long-term-oriented business plans and needs |
| | Establishing metrics | Technical assistance | Sharing of best practices, involvement in shared vision, provision of industry advisors to help with the process/analysis |
| | Program evaluation and transition to steady-state programs | Technical assistance, program monitoring | Public-private partnerships for long-term recovery, formation of public-private organizations to govern special districts or funds allocated |

2775

2776

Health and Social Services Recovery Support Function

2777

2778

*ANNEX TO THE NATIONAL DISASTER RECOVERY
FRAMEWORK*

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DRAFT

2781

March 2, 2012

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2795 **Section 1: Introduction**

2796 Health and social services address a wide array of life-sustaining and critical needs such as
2797 medical care, behavioral health (which includes both mental health and substance abuse), public
2798 health surveillance, education, child care, elder care and other essential support services.

2799 Following a disaster, these services may be disrupted due to evacuations, displaced populations
2800 and damage to infrastructure. They may also be strained by an increased number of individuals
2801 who may or may not have received these services prior to the disaster. Timely restoration of
2802 health and social services and their provider networks is critical to a community's disaster
2803 recovery and requires a unified effort from all stakeholders in the affected region. Stakeholders
2804 include government agencies; for-profit businesses; nonprofit, voluntary, faith-based and
2805 community organizations; service providers; and the individuals and families accessing services
2806 – the whole community. By working together, recovery stakeholders can promote the health and
2807 well-being of affected individuals and communities and foster community resilience.

2808 The National Disaster Recovery Framework (NDRF), released in September 2011, defines how
2809 Federal agencies will effectively organize and operate to utilize existing resources to promote
2810 effective recovery, and support state, territorial, tribal and local jurisdictions affected by a
2811 disaster. The NDRF introduces six new Recovery Support Functions (RSFs) that provide a
2812 structure to facilitate problem solving, improve access to resources and foster coordination
2813 among state and Federal agencies, nongovernmental partners and stakeholders. These RSFs
2814 are:

- 2815 • Community Planning and Capacity Building
- 2816 • Economic
- 2817 • Health and Social Services
- 2818 • Housing
- 2819 • Infrastructure Systems
- 2820 • Natural and Cultural Resources

2821 Each RSF has coordinating and primary agencies and supporting organizations that operate
2822 together with state, territorial, tribal and local government officials, nonprofit, voluntary, faith-
2823 based and community organizations, and private sector partners. HHS is the Coordinating
2824 Agency (CA) for the Health and Social Services RSF, additional information about HHS's role
2825 and activities and those of the Primary Agencies and Supporting Organizations is found below
2826 under *Agencies and Organizations*. The NDRF also establishes three positions that provide

2827 focal points for incorporating recovery considerations into the decision-making process and
2828 monitoring the need for adjustments in assistance where necessary and feasible throughout the
2829 recovery process. Those positions are the Federal Disaster Recovery Coordinator (FDRC), State
2830 or Tribal Disaster Recovery Coordinator (SDRC or TDRC) and Local Disaster Recovery Manager
2831 (LDRM).

2832 The NDRF is consistent with the vision established in the Presidential Policy Directive (PPD)-8,
2833 National Preparedness, which directs Federal agencies to develop a recovery framework as an
2834 integral element of a National Preparedness System.¹ In accordance with this Directive, the
2835 NDRF has an accompanying *Interagency Operational Plan (IOP)* that provides a more detailed
2836 concept of operations; description of critical tasks and responsibilities; resource, personnel and
2837 sourcing requirements; and specific provisions for the rapid integration of resources and
2838 personnel.

2839 **1.1 PURPOSE AND SCOPE OF HSS RSF ANNEX**

2840 The purpose of the Health and Social Services (HSS) RSF Annex is to outline how Federal
2841 agencies and national organizations plan to support health and social services disaster recovery
2842 efforts of states, tribes, territories and local jurisdictions. This Annex also establishes a focal
2843 point for coordinating Federal health and social services recovery operations in support of
2844 locally led recovery efforts. This is an annex to the NDRF's IOP. The NDRF, its IOP and this
2845 Annex are flexible, scalable and adaptable in order to support state, territorial, tribal and local
2846 efforts.

2847 **1.2 HSS RSF MISSION**

2848 The mission of the HSS RSF is to support locally led recovery efforts in the restoration of the
2849 public health, health care and social services networks. The core recovery capability for health
2850 and social services is the ability to restore and improve health and social services networks to
2851 promote the resilience, health (including behavioral health), independence and well-being of the
2852 whole community.

¹ PPD-8 requires the establishment of a national preparedness system that includes a series of integrated national planning frameworks, covering prevention, protection, mitigation, response and recovery in order to achieve unity of effort and make the most effective use of the nation's limited resources.

2853 Specifically, the HSS RSF seeks to:

- 2854 • Restore the capacity and resilience of essential health and social services to meet ongoing
2855 and emerging post-disaster community needs;
- 2856 • Support behavioral health systems to meet the behavioral health needs of affected
2857 individuals, response and recovery workers and the community;
- 2858 • Promote self-sufficiency and continuity of the health and well-being of affected
2859 individuals – particularly the needs of children, seniors, people living with disabilities
2860 and other community members who may have additional access and functional needs,
2861 people from diverse cultures, people with limited English proficiency and other
2862 underserved populations;
- 2863 • Assist in the continuity of essential health and social services, including schools;
- 2864 • Reconnect displaced populations with essential health and social services;
- 2865 • Protect the health of the population and response and recovery workers from the longer
2866 term effects of a post-disaster environment;
- 2867 • Promote clear communications and public health messaging to provide accurate, timely,
2868 appropriate and accessible information; and
- 2869 • Ensure information is developed and disseminated in multiple mediums, multilingual
2870 formats and alternative formats, is age-appropriate and user-friendly and is accessible to
2871 underserved populations.

2872 **1.3 AGENCIES AND ORGANIZATIONS**

2873 The NDRF identifies the following as the coordinating and primary agencies and supporting
2874 organizations of the HSS RSF:

2875 **Coordinating Agency:**

2876 Department of Health and Human Services

2877 **Primary Agencies:**

2878 Corporation for National and Community Service

2879 Department of Homeland Security, Federal Emergency Management Agency, National

2880 Protection Programs Directorate, and Office for Civil Rights and Civil Liberties

2881 Department of Interior

2882 Department of Justice

2883 Department of Labor

2884 Department of Education

2885 Environmental Protection Agency

2886 **Supporting Organizations:**

2887 American Red Cross

2888 Department of Agriculture

2889 Department of Transportation

2890 Department of the Treasury

2891 Department of Veterans Affairs

2892 National Voluntary Organizations Active in Disaster

2893 Small Business Administration

2894

2895 As the *Coordinating Agency* for the HSS RSF, HHS will facilitate coordination, provide
2896 oversight, and ensure effective communication and collaboration among primary agencies,
2897 supporting organizations, state, territorial, tribal and local jurisdictions and private and
2898 nonprofit sector partners. In order to meet these objectives, HHS has designated a National
2899 Coordinator for the HSS RSF within the Office of the Assistant Secretary for Preparedness and
2900 Response.

2901 Primary agencies have significant authorities, roles, resources or capabilities necessary for the
2902 recovery of health and social services after a disaster. HSS RSF Primary Agencies are
2903 responsible for: (1) identifying and coordinating relevant Federal programs and capabilities to
2904 support recovery; (2) working with state, territorial, tribal and local jurisdictions to include
2905 participating in or coordinating interagency assessments or support teams as necessary; and (3)
2906 providing technical assistance and information required to help communities identify recovery
2907 needs and establish health and social services recovery priorities.

2908 Supporting organizations have specific capabilities or resources that support the primary
2909 agencies in executing the HSS RSF mission and provide assistance consistent with their own
2910 authorities.

2911

2912 **Section 2: Pre-Disaster and Post-Disaster Key Activities**

2913 **2.1 PRE-DISASTER**

2914 Before a disaster occurs, RSF agencies, organizations and partners can prepare for recovery by
2915 developing strategies to address health and social services recovery issues that impact the whole
2916 community. This includes identifying and developing relationships with key partners;
2917 identifying programs and systems that could be leveraged after a disaster; and building an
2918 understanding of their resources and capabilities. RSF agencies and organizations may also
2919 develop recovery plans that address the transitions from response to recovery to steady-state
2920 operations, and promote the principles of sustainability, resilience and mitigation. RSF agencies
2921 and organizations can encourage and support state, territorial, tribal and local recovery
2922 planning efforts through participation in training, stakeholder workshops or national-level
2923 exercises for disaster recovery. As the RSF Coordinating Agency, HHS will engage RSF partners
2924 on a routine basis in order to support pre-disaster recovery planning efforts, develop
2925 partnerships, and identify opportunities to collaborate, align and formalize efforts.

2926 **2.2 POST-DISASTER**

2927 The National Response Framework (NRF) focuses on response actions as well as short-term
2928 recovery activities that immediately follow a disaster. The NDRF does not address short-term
2929 activities such as life saving, life sustaining, property protection and other measures intended to
2930 neutralize immediate threats to life, environment and property, and stabilize the community.
2931 However, these activities influence recovery activities, necessitating a structure to identify and
2932 advise recovery implications, during the early phases of incident management. The NDRF
2933 establishes a structure to encourage early integration of recovery considerations into disaster
2934 operations. The core principles and organizational constructs introduced in the NDRF coexist
2935 with and build upon the NRF's organizational structure and resources to effectively address
2936 recovery needs.

2937 Disaster response and recovery operations are interdependent, overlapping and often conducted
2938 concurrently. Depending on the size and magnitude of the disaster, the activities described in
2939 the following sections may be initiated or conducted concurrently, across response and recovery
2940 phases. For example, an impacted community may begin assessing and identifying individuals
2941 with behavioral health or social services needs while response operations are ongoing. The
2942 needs of these individuals would continue to be addressed as the community progresses to

2943 intermediate and long-term recovery, although the specific needs may change. Subsequently, to
2944 ensure health and social services needs are addressed during response and recovery, it is critical
2945 that the HSS RSF coordinate with NRF Emergency Support Function (ESF) #3 Public Works
2946 and Engineering; ESF #6 Mass Care, Emergency Assistance, Housing and Human Services; ESF
2947 #8 Public Health and Medical Services; and ESF #11 Agriculture and Natural Resources.
2948 Depending on disaster conditions, coordination may also be necessary with additional ESFs
2949 (e.g., ESF #10 Oil and Hazardous Materials Response) that are conducting response missions
2950 with health and social services impacts.

2951 **HSS RSF ACTIVATION**

2952 Although activation of the HSS RSF is at the request of the FDRC, activation is generally
2953 considered when one or more of the following factors apply:

- 2954 • When the President declares a major disaster under the Robert T. Stafford Disaster
2955 Relief and Emergency Assistance Act and Federal assistance is requested by the
2956 appropriate state authorities to assist with their health and social services recovery
2957 efforts;
- 2958 • When there is a Public Health Emergency declaration by the HHS Secretary;
- 2959 • When there is an activation of ESF #6 and/or ESF #8;
- 2960 • When a jurisdiction is designated for both FEMA Public Assistance and Individual
2961 Assistance; and
- 2962 • When recovery activities involve more than one HSS RSF primary agency.

2963 Once activated, HHS will designate an HSS Recovery Coordinator to remotely monitor response
2964 operations in order to identify disaster impacts with health care and social services implications.
2965 In support of this effort, the HSS Recovery Coordinator will engage with ESFs #6, #8 and #14
2966 (Long-Term Community Recovery), to develop health and social services impact analyses; with
2967 ESF #3, to identify infrastructure needs with longer-term implications for health and social
2968 services; and with the Community Planning and Capacity Building, Economic, Housing and
2969 Infrastructure Systems RSFs that are activated for the event, to develop impact analyses. The
2970 designated HHS Recovery Coordinator will use the impact analyses of state, territorial, tribal
2971 and local health and social services needs and capabilities to support the FDRC with the
2972

2973 development of a Mission Scoping Assessment Report (MSAR).² The HHS Recovery
2974 Coordinator will also use impact analyses to determine the recommended level of Federal
2975 support, identify any specific skills or expertise required, validate the need for requests to
2976 mobilize and deploy RSF resources to the field, and determine the duration of involvement.

2977 If the HSS RSF National Coordinator and the FDRC determine that deployment is warranted,
2978 HHS will work with HSS RSF agencies and organizations to designate an HSS RSF Field
2979 Coordinator who will coordinate RSF activities in the affected community. (Depending on the
2980 scope and magnitude of the disaster, more than one HSS RSF Field Coordinator may be needed,
2981 and there may also be a potential need for coordination across multiple communities.) The HSS
2982 RSF National Coordinator and the FDRC will use impact analyses and the MSAR to determine
2983 which RSF primary agencies and supporting organizations should be activated or deployed to
2984 the field. Should the provision of assistance require deployment, overtime or beyond-base-level
2985 resources, the FDRC will issue a mission assignment or secure other reimbursable funding (e.g.,
2986 Interagency Agreements).

2987 **HSS RSF ACTIVATION-ONLY TECHNICAL ASSISTANCE AND**
2988 **COORDINATION**

2989 Federal HSS RSF agencies and organizations may have existing authorities, programs, waivers
2990 and technical assistance that can be implemented or provided without deploying personnel to
2991 the field. In such cases, the HSS RSF National Coordinator and the FDRC may determine that
2992 deployment of RSF agencies and organizations to the field is not warranted. Instead, RSF
2993 partners may be activated in order to provide remote technical assistance and coordination to
2994 address health and social services recovery needs. Should the provision of remote technical
2995 assistance or coordination require overtime or beyond-base-level resources, the FDRC will issue
2996 a mission assignment or secure other reimbursable funding (e.g., Interagency Agreements).

2997 **HSS RSF FIELD COORDINATION**

2998 If deployed, the HSS RSF Field Coordinator will work with the appropriate primary agencies
2999 and supporting organizations, the FDRC, SDRC or TDRC and LDRMs to conduct joint

² The development of the MSAR is overseen by the FDRC, who also uses the MSAR to develop a Recovery Support Strategy (RSS). The RSS provides the strategy and unified approach that Federal agencies will use to support state, territorial, tribal and local jurisdictions in their recovery efforts. The MSAR will assist the FDRC and the RSFs in the process of identifying which impacted jurisdictions may require enhanced Federal recovery support.

3000 assessments in order to identify the community’s health and social service recovery needs and
3001 priorities. The HSS RSF Field Coordinator will then work with HSS RSF partners and the FDRC
3002 to develop a Recovery Support Strategy (RSS) that will identify HSS-specific missions in support
3003 of local priorities. HSS RSF missions will be consistent with the needs and priorities identified
3004 by the impacted community. In particular, the HSS RSF missions will support state, territorial,
3005 tribal and local efforts to identify recovery needs, capabilities, goals, objectives, timelines,
3006 partners and stakeholders (which include the private and nonprofit sectors) and at-risk
3007 individuals (such as children, people living with disabilities, and others who have additional
3008 access and functional needs, economically disadvantaged individuals, and people with limited
3009 English proficiency).

3010 The HSS RSF Field Coordinator will establish information sharing whole-community
3011 stakeholder forum(s), identify key Federal partners, and facilitate participation of additional
3012 partners as needed. The HSS RSF Field Coordinator will continue to convene stakeholder
3013 forums throughout the implementation of the RSF’s missions to facilitate full stakeholder
3014 engagement and participation in decision-making. Stakeholder forums may also be used as a
3015 mechanism to reassess needs, priorities, available resources and plans to transition to steady-
3016 state, as HSS RSF-specific missions are implemented. As noted in the *HSS RSF Activation*
3017 section above, to the extent recovery missions require deployment, overtime or beyond-base-
3018 level resources, a mission assignment or other reimbursable funding will be issued by the FDRC.

3019 **CORE HSS RECOVERY MISSIONS**

3020 The mission areas described below address anticipated disaster impacts to health care services,
3021 social services, behavioral, environmental and public health, as well as food and medical supply
3022 safety, school impacts and long-term health issues specific to responders. HSS RSF-specific
3023 missions will be targeted to address specific needs and priorities identified by the impacted
3024 community.

3025 **Public Health**

- 3026 • Implementation of strategies to assess and monitor the public health, disease
3027 surveillance and injury prevention of the impacted community in order to identify and
3028 mitigate health problems;
- 3029 • Assistance with the development and implementation of risk communications and public
3030 health messaging for the disaster; and
- 3031 • Provision of training technical assistance (e.g., instructional staff, curriculum
3032 development experts, subject matter experts and professional staff) to provide site-
3033 specific hazard awareness related to recovery.

3034 **Health Care Services Impacts**

- 3035 • Assessment of disaster-related structural, functional and operational impacts to health
3036 care facilities (e.g., hospitals, clinics, nursing homes, assisted living centers, blood banks,
3037 dialysis centers, substance abuse treatment facilities, poison control centers, medical and
3038 dental offices);
- 3039 • Identification of health care needs that can no longer be met with community resources
3040 due to the disaster;
- 3041 • Development of strategies to provide interim and long-term services while damaged
3042 facilities are permanently repaired, replaced or restored; and
- 3043 • Provision of technical assistance in assessing the health care services needs of disaster-
3044 impacted individuals and the applicability of Federal programs' flexibilities and waivers
3045 that may be strategically leveraged to enhance the state's capacity to meet those needs.

3046 **Behavioral Health Impacts**

- 3047 • Assessment of disaster-related structural, functional and operational impacts to
3048 behavioral health facilities and programs;
- 3049 • Ensuring transition of Crisis Counseling Assistance and Training Program (CCP)
3050 operations – administered by HHS/Substance and Mental Health Services
3051 Administration (SAMHSA) and funded by FEMA – from ESF #6 to the HSS RSF for the
3052 declared disaster;
- 3053 • Provision of technical assistance in leveraging existing resources to meet community
3054 needs that have surfaced during the response phase, such as increasing surge capacity of
3055 existing behavioral health service systems;

- 3056 • Engagement with community behavioral health partners to assess needs, provide
3057 technical assistance and identify best practices, including those for prevention, and
3058 connect practitioners with resources;
- 3059 • Engagement with stakeholders to develop strategies, including population-based
3060 strategies, to address ongoing behavioral health assessment, surveillance and long-term
3061 treatment needs; and
- 3062 • Development and dissemination of consistent messaging and guidance concerning stress
3063 management and mitigation strategies.

3064 **Environmental Health Impacts**

- 3065 • Surveillance of the environment in an affected community to determine whether post-
3066 disaster conditions may cause adverse public health effects;
- 3067 • Identification and mitigation of public health threats in sheltering, potable water and
3068 wastewater that can cause or exacerbate negative environmental health outcomes; and
- 3069 • Provision of technical assistance (e.g., scientific data and models) and environmental
3070 health training.

3071 **Food Safety and Regulated Medical Products**

- 3072 • Provision of technical assistance to HHS/Food and Drug Administration (FDA)-
3073 regulated biologics, device, drug, animal feed and human food establishments to protect
3074 public health;
- 3075 • Provision of technical assistance to the U.S. Department of Agriculture's (USDA's) Food
3076 Safety and Inspection Service (FSIS) to ensure safety of food processing centers;
- 3077 • Assessment of an impacted community's food supply networks to ensure food safety; and
- 3078 • Development and issuance of consistent public messaging and risk communications
3079 concerning post-disaster food handling and preparation guidance.

3080 **Long-term Health Issues Specific to Responders**

- 3081 • Determining which groups of responders should be included in a health care or disease
3082 registry program to monitor their long-term physical and behavioral health;
- 3083 • Establishing and implementing long-term tracking of responder health and, where
3084 appropriate, community health; and
- 3085 • Providing technical assistance to help determine the appropriate duration and content of
3086 long-term health tracking.

3087 **Social Services Impacts**

- 3088 • Assessment of disaster-related structural, functional and operational impacts to social
- 3089 services facilities (e.g., community congregate care, child care centers, Head Start
- 3090 centers, senior centers, homeless shelters) and programs (e.g., domestic violence
- 3091 services, child support enforcement, foster care, family support programs);
- 3092 • Assessment of disaster-related impacts to at-risk individuals (e.g., children, people living
- 3093 with disabilities and others who may have additional access and functional needs, people
- 3094 with pre-existing mental disorders, people with limited English proficiency and other
- 3095 underserved populations);
- 3096 • Identification of disaster-related social services needs that cannot be met with
- 3097 community resources due to the disaster; and
- 3098 • Provision of technical assistance in assessing the health care services needs of disaster-
- 3099 impacted individuals and the applicability of Federal programs' flexibilities and waivers
- 3100 that may be strategically leveraged to enhance the state's capacity to meet those needs.

3101 **Referral to Social Services/Disaster Case Management**

- 3102 • Implementation of coordinated system(s) for referral of individuals and families with
- 3103 unmet disaster-related needs to appropriate social services and strategic leveraging of
- 3104 Federal social services programs to mitigate social disruption and transition individuals
- 3105 and families back to self-sufficiency; and
- 3106 • Facilitating the direct delivery of the Federal Disaster Case Management Program – a
- 3107 partnership of HHS/Administration for Children and Families and FEMA – and
- 3108 transition to the impacted state or tribe's leadership of disaster case management to
- 3109 address unmet disaster-related recovery needs.

3110 **School Impacts**

- 3111 • Facilitation of a supportive educational environment for students in impacted
- 3112 communities;
- 3113 • Coordination of health and social services delivered through state or tribal liaisons to
- 3114 support impacted schools;
- 3115 • Support state, territorial, tribal or local government efforts to coordinate enrollment,
- 3116 educational services and health and social services for students that are homeless and/or
- 3117 displaced prior to, or as a result of, the disaster.

3118 **2.3 TRANSITIONING TO STEADY-STATE**

3119 Generally, a mission is considered complete when (1) long-term impact and recovery assessment
3120 analyses are performed, (2) necessary technical support to establish local long-term recovery
3121 strategies and/or plans has been provided, and (3) multiagency coordination of Federal recovery
3122 resources – including the provision of remote technical assistance when RSF agencies and
3123 organizations are activated but not *deployed* – is no longer needed by the impacted community
3124 to implement its recovery efforts. The Federal role in each mission will vary in time and
3125 intensity with a gradual return to steady-state.

3126 When all RSF-specific missions identified in the RSS are completed, the HSS RSF National
3127 Coordinator will lead the development of RSF-specific after-action reports to evaluate the
3128 effectiveness of the missions, identify lessons learned and share best practices. If needed, the
3129 HSS RSF National Coordinator will also lead the development of a corrective action plan to
3130 address any outstanding issues identified during the transition from recovery to steady-state.

3131

3132 **Section 3: Resources and Capabilities**

3133 **3.1 RECOVERY AUTHORITY AND FUNDING**

3134 The NDRF is not intended to increase overall Federal agency activity in support of recovery
 3135 planning during steady-state. Federal agencies with NDRF roles, responsibilities and recovery
 3136 programs shall fund the costs of these activities out of their base budgets and staffing levels,
 3137 which are subject to available resources, except for those expenses authorized for
 3138 reimbursement under the Robert T. Stafford Disaster Relief and Emergency Assistance Act
 3139 (Stafford Act) or otherwise provided by law. This may include other mechanisms for
 3140 reimbursement (e.g., Economy Act), supplemental appropriations and/or increased direct
 3141 appropriations. Existing Federal programs can be leveraged to support recovery operations only
 3142 to the extent of the authority and appropriations for those programs. Nothing in the NDRF
 3143 alters or impedes the ability of Federal, state, territorial, tribal or local departments and
 3144 agencies to carry out their specific authorities or perform their responsibilities under all
 3145 applicable laws, Executive Orders and directives.

3146 **3.2 CAPABILITIES AND RESOURCES OF MEMBER**
 3147 **DEPARTMENTS AND AGENCIES**

3148 **Table 1: RSF Coordinating Agency Functions**

| COORDINATING AGENCY | FUNCTIONS |
|---|---|
| 3149 Department of Health and Human Services (HHS) | <ul style="list-style-type: none"> • Represents HSS RSF at the national level. • 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. • Conducts health and social services assessments with states, tribes, local governments and Federal RSF primary agencies. • Identifies and coordinates HSS RSF-specific missions with primary agencies. • Establishes communication and information sharing forum(s) for HSS RSF stakeholders. • Coordinates and leverages applicable Federal resources for health and social services. • Develops and implements a plan to transition from Federal HSS recovery operations back to a steady-state. • Identifies and coordinates with other Federal, state, territorial, tribal and local partners to assess food, animal, water and air conditions to ensure safety. • Evaluates the effectiveness of Federal HSS RSF efforts. |

3150 **Table 2: RSF Primary Agency Functions**

| PRIMARY AGENCIES | FUNCTIONS |
|--|---|
| <p>3151 Corporation for National and Community Service (CNCS)</p> | <ul style="list-style-type: none"> • Represents National Service at the national level. • National Service programs, AmeriCorps and Senior Corps, provide trained members to support communities’ most pressing needs, including disaster recovery. • Facilitates and leverages volunteer engagement for disaster recovery by working closely with State Service Commissions, National Voluntary Organizations Active in Disasters, other Federal, state, territorial, tribal and local partners to provide national service members and resources in a myriad of recovery functions. • 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, state, territorial, tribal and local government, nonprofit and faith-based organizations. • Provides technical assistance to facilitate sharing of best practices among state Service Commissions, grantees, communities, etc. to address specific regional/local needs during long-term recovery. |
| <p>3152 Department of Education (ED)</p> | <ul style="list-style-type: none"> • Supports the restoration of the learning environment for students and staff in impacted communities as available and appropriate. • Supports Federal partners in the coordination of health and social services delivered through impacted schools. • Supports Federal, state, territorial, tribal and local partners in the coordination of enrollment, educational services and health and social services for students that are homeless and or displaced prior to, or as a result of, the disaster. • Provides technical assistance to prevent violence on campus by assessing and addressing the mental health needs of students, faculty and staff that may be at risk of harming themselves or others. • Provides incident-specific technical assistance and training to schools and higher education institutions in impacted areas, as available and appropriate. |

| PRIMARY AGENCIES | FUNCTIONS |
|--|---|
| <p>3153</p> <p>Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)</p> | <ul style="list-style-type: none"> • Provides technical assistance and guidance on the reimbursement eligibility of disaster-related medical, dental, funeral and burial costs. • Provides technical assistance and guidance on Public Assistance Grant Program eligibility. |
| <p>3154</p> <p>Department of Homeland Security (DHS)/Office for Civil Rights and Civil Liberties (CRCL)</p> | <ul style="list-style-type: none"> • Communicates with relevant stakeholder networks to share accurate information and to obtain public perspective. • Coordinates with relevant DHS components and Federal interagency and NGO 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. • 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, limited English proficiency [LEP], disability, religion, sex and other characteristics) and to provide civil rights guidance to assure recovery activities address these impacts in an equitable manner. • 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 limited English proficiency), religion, sex, age, disability or other characteristics. • Monitors recovery activities to ensure compliance with equal opportunity and civil rights laws are upheld. • Monitors complaints received to identify trends and respond accordingly. |

| PRIMARY AGENCIES | FUNCTIONS |
|--|---|
| 3155 Department of the Interior (DOI) | <ul style="list-style-type: none"> • 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. • Provides technical assistance, guidance and direction on Bureau of Indian Affairs (BIA) welfare assistance program policies, implementation and interpretation through social service workers within the BIA. |
| 3156 Department of Labor (DOL) | <ul style="list-style-type: none"> • Coordinates assistance programs to help individuals, households and businesses meet basic needs and return to self-sufficiency. • Provides funding to support immediate need for worker training, particularly health care workers. • Establishes communications infrastructure that could be used to communicate with employers nationwide. • Provides expertise in economic assessment of emergency impacts and special economic impact analysis. |
| 3157 Environmental Protection Agency (EPA) | <ul style="list-style-type: none"> • Provides technical assistance to support recovery planning of public health, health care and social services infrastructure. • Provides technical assistance for long-term cleanup to minimize public health threats, including: environmental sampling and monitoring, site assessment, decontamination and disposal. |

Table 3: RSF Supporting Organizations Functions

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|--|--|
| <p>3158</p> <p>American Red Cross (ARC)</p> | <ul style="list-style-type: none"> • Provides long-term individual and family services, case management, assistance with unmet needs and health and human services. • 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. • 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. • Provides psychological first aid and resilience training to community members, as needed. • 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. |
| <p>3159</p> <p>Department of Transportation (DOT)</p> | <ul style="list-style-type: none"> • Provides technical assistance in long-term recovery planning and engineering of transportation infrastructure systems necessary to support health care and social services facilities. |
| <p>3160</p> <p>Department of the Treasury (TREAS)</p> | <ul style="list-style-type: none"> • Supports RSF national- and field-level operations with subject matter expertise, as appropriate. • Supports the RSF in the areas of financial literacy and tax-related assistance through education, outreach and tax return preparation assistance. |

3161

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|---|--|
| <p style="text-align: center;">Department of Veterans Affairs (VA)</p> | <ul style="list-style-type: none">• Subject to the availability of resources and funding, and consistent with the VA mission to provide priority services to veterans, when requested:• 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.• 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.• Designates and deploys available medical, surgical, mental health and other health service support assets.• 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.• Alerts VA Federal Coordinating Centers to activate NDMS patient reception plans in a phased, regional approach and, when appropriate, in a national approach.• Buries and memorializes eligible veterans and advises on methods for interment during national or homeland security emergencies. |

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|---|---|
| <p>3162</p> <p style="text-align: center;">National Voluntary Organizations Active in Disaster (NVOAD)</p> | <ul style="list-style-type: none"> • 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. • Assists in communicating, to the government and the public, the services provided by its member organizations. • Facilitates information sharing during planning, preparedness, response, recovery and after a disaster incident. • 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. • 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. |
| <p>3163</p> <p style="text-align: center;">Small Business Administration (SBA)</p> | <ul style="list-style-type: none"> • Provides loans for property damages to non-farm business of all sizes and private nonprofit organizations and Economic Injury Disaster Loans to eligible small businesses and private nonprofits. • Provides technical assistance regarding program eligibility, application processes and project requirements. • Provides counseling and other technical assistance to small businesses. • Promotes small business access to capital through loans, investments, etc., aimed at sustaining businesses applications. • Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate. |

3164

| SUPPORTING ORGANIZATIONS | FUNCTIONS |
|--|--|
| U.S. Department of Agriculture (USDA) | <ul style="list-style-type: none">• Provides technical and financial assistance regarding health and social services-related program eligibility, application processes and project requirements.• Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.• Provides economic and physical assessment of disaster impacts on rural USDA-financed health-related infrastructure programs. |

3165

Housing Recovery Support Function

3166

*ANNEX TO THE NATIONAL DISASTER RECOVERY
FRAMEWORK*

3167

3168

DRAFT

3169

March 2, 2012

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3204 **Section 1: Introduction**

3205 In 2010, the U.S. Department of Homeland Security (DHS) developed the National Disaster
3206 Recovery Framework (NDRF) to provide guidance and a flexible structure that enables disaster
3207 recovery managers to operate in a unified and cohesive manner. The NDRF contains six
3208 groupings of Federal agencies that provide a structure to facilitate problem solving, to improve
3209 access to resources and to foster coordination among Federal, state, territorial, tribal and local
3210 agencies and nongovernmental partners and stakeholders. These groupings, called Recovery
3211 Support Functions (RSFs), are:

- 3212 • Community Planning and Capacity Building
- 3213 • Economic
- 3214 • Health and Social Services
- 3215 • Housing
- 3216 • Infrastructure Systems
- 3217 • Natural and Cultural Resources

3218 **1.1 PURPOSE OF THE ANNEX**

3219 This annex provides guidance to the Housing RSF in coordinating Federal resources and
3220 recovery support activities, and connecting disaster-impacted states and communities with
3221 Federal resources that are critical to long-term housing recovery.

3222 This annex's focus on long-term housing recovery recognizes that existing entities, such as the
3223 ESF #6 - Mass Care, Emergency Assistance, Housing and Human Services, FEMA's Individuals
3224 and Households Program and the HUD Disaster Housing Assistance Program already have the
3225 authorities, expertise and resources for facilitating emergency shelter and interim housing
3226 assistance. It also recognizes State-Led Disaster Housing Task Forces (SLDHTF). The National
3227 Disaster Housing Strategy recommends a SLDHTF as a coordination platform for promoting
3228 state leadership and collaborations between Federal and state governments, private sector and
3229 nonprofit partners for all phases of disaster housing assistance (emergency, interim and long-
3230 term housing). Hence, the Housing RSF Annex emphasizes the need to work closely with these
3231 partners and to engage them through coordination platforms such as the SLDHTF in supporting
3232 and facilitating recovery activities.

3233 **Section 2: Mission of the Housing Recovery Support**
3234 **Function**

3235 As stated in the National Disaster Recovery Framework (NDRF), the Housing Recovery Support
3236 Function (RSF) mission is to:

3237 “Address pre- and post-disaster housing issues through the coordination and facilitation of the
3238 delivery of Federal resources and activities to assist state, territorial, tribal and local
3239 governments in the rehabilitation and reconstruction of destroyed and damaged housing,
3240 whenever feasible, and development of other new, accessible, permanent housing options.”

3241 Section 3: RSF Member Agencies

3242 Member agencies of the Housing RSF are classified into one of three roles: Coordinating
 3243 Agency, Primary Agency or Supporting Organization. Each role brings a different set of
 3244 responsibilities, which are shaped by that agency’s focus and capabilities. Following is a brief
 3245 explanation of each role.

- 3246 • *Coordinating Agency (CA)*: The CA ensures ongoing communication and coordination
 3247 between the primary agencies and support organizations, as well as between the Federal
 3248 agencies and corresponding state, territorial, tribal and local authorities, nonprofit and
 3249 private sector organizations, throughout the preparedness, response and recovery
 3250 phases.
- 3251 • *Primary Agencies*: Federal agencies with significant authorities, roles, resources or
 3252 capabilities for a particular function within the Housing RSF. Primary agencies
 3253 orchestrate Federal support within their functional area and may lead interagency field
 3254 assessment or support teams as necessary.
- 3255 • *Supporting Organizations*: Entities with specific capabilities or resources that support
 3256 the primary agency in executing the mission of the RSF. They provide assistance when
 3257 requested by the Federal Disaster Recovery Coordinator (FDRC) or the designated RSF
 3258 coordinator.

3259 **Table 1: Housing RSF Members**

3260

| | |
|---------------------------------|--|
| Coordinating Agency | U.S. Department of Housing and Urban Development (HUD) |
| Primary Agencies | Department of Homeland Security (DHS)/FEMA U.S. Department of Agriculture (USDA) U.S. Department of Housing and Urban Development U.S. Department of Justice (DOJ) |
| Supporting Organizations | American Red Cross (ARC) Corporation for National and Community Service (CNCS) Department of Commerce (DOC) Department of Energy (DOE) Department of Health and Human Services (HHS) Department of Veterans Affairs (DVA) Environmental Protection Agency (EPA) National Voluntary Organizations Active in Disaster (NVOAD) Small Business Administration (SBA) U.S. Access Board |

3261 **Section 4: Other Relevant Documents**

3262 This and the other five RSF annexes are essential parts of the National Disaster Recovery
3263 Framework (NDRF). This annex should be used in tandem with the NDRF Interagency
3264 Operational Plan (IOP), which contains guidance common to all six RSFs, such as
3265 communication and coordination protocols, disaster activation and deployment guidance, and
3266 the role of the FDRC in coordinating RSF activities.

3267 Other important documents relevant to the functions of the Housing RSF are:

- 3268 • *National Disaster Housing Strategy*: Summarizes sheltering and housing capabilities,
3269 principles and policies that guide and inform the disaster housing assistance process.
3270 The Strategy also charts the direction that disaster housing efforts have taken to better
3271 meet the disaster housing needs of individuals and communities. Available at:
3272 <http://www.fema.gov/emergency/disasterhousing/>
- 3273 • *National Disaster Housing Task Force Practitioner Guide*: Provides guidance and tools
3274 to governments and entities such as the SLDHTF for developing strategies that improve
3275 responsiveness to all three phases of post-disaster housing needs: emergency, interim
3276 and long-term housing. It also identifies preparedness and mitigation measures that
3277 enable all levels of government to better prepare for, respond to and recover from
3278 different types and levels of disasters and resulting housing needs.
- 3279 • *Housing People with Disabilities Post-Disaster*: Highlights issues of particular relevance
3280 to people with disabilities and identifies points of concern that should be addressed by
3281 recovery planners and housing partners to support residents with disabilities.
- 3282 • *Housing RSF Standard Operating Procedures (SOPs)*: Provides operational, tactical and
3283 policy guidance on specific, detailed, post-disaster recovery activities. The Housing RSF
3284 National Coordinator is responsible for establishing these SOPs in coordination with
3285 Housing RSF member agencies and organizations, including regional elements, NGOs
3286 and private sector service providers where appropriate. Primary and supporting agencies
3287 are responsible for establishing and documenting their own procedures for executing
3288 their agency functions.
- 3289 • *Federal Disaster Recovery Coordinator (FDRC) SOP*: Provides a comprehensive list of
3290 operational, tactical and policy guidance on FDRC pre- and post-disaster
3291 responsibilities. This document will describe the relationship of FDRCs to their regions
3292 and to the national coordination office. It will also provide guidance to address specific
3293 FDRC management needs and training and credentialing requirements.

3294 **Section 5: Key Staff Roles and Responsibilities**

3295 HUD, as the Housing RSF Coordinating Agency, will appoint a National Coordinator to oversee
3296 national pre- and post-disaster Housing RSF operations. When deployment is required, the
3297 National Coordinator will designate a Field Coordinator to the JFO. The Field Coordinator will
3298 be responsible for ensuring all primary and supporting agencies within the Housing RSF are
3299 sharing information in support of community recovery efforts in the field.

3300 **Section 6: Pre-Disaster Recovery Support**

3301 Pre-disaster, the Housing RSF member agencies will engage with state, territorial, tribal and
3302 local governments and other key organizations in coordination with the National Disaster
3303 Housing Task Force, Joint Housing Solutions Group. The Housing RSF member agencies will
3304 also partner to identify strategies to address disaster housing issues, such as land use plans,
3305 zoning amendments, production, design and logistics, as well as financing concerns. Any
3306 housing strategies should acknowledge and incorporate the principles of accessibility,
3307 sustainability, resilience and mitigation. Communication and collaboration amongst the
3308 Housing RSF participating agencies and organizations (listed above) is a critical component of
3309 the Housing RSF's ability to provide effective pre-disaster recovery support. This coordination
3310 should include after-action reviews, the identification of pre-disaster recovery support gaps, how
3311 RSF agencies can work to fill those gaps, and other initiatives aimed at improving the
3312 effectiveness of future housing recovery efforts.

3313 **Section 7: Post-Disaster Recovery Support**

3314 **7.1 ACTIVATION, DEPLOYMENT AND DEACTIVATION**

3315 The FDRC will activate the Housing RSF in the event of a large-scale or catastrophic disaster or
3316 when severe damage to the housing sector is reported or anticipated. The Housing RSF may be
3317 activated under the Stafford Act or other authorities. Regardless of the mechanisms used to
3318 activate, the Housing RSF agency members will not initiate activities or incur costs associated
3319 with activation and deployment without a mission assignment. ESF #6 (Mass Care, Emergency
3320 Assistance, Housing, and Human Services) and Housing RSF activities will likely overlap;
3321 however, the skill sets needed for each function differ. Personnel with the appropriate skill sets
3322 to assist the recovery should be assigned to the Housing RSF.

3323 In those instances when ESF #6 and the Housing RSF coexist, the nature of their relationship
3324 will be that of information sharing and coordination. The FDRC is responsible for establishing
3325 coordination protocols and liaisons between all RSFs and their relevant ESFs. The FDRC and
3326 RSF agencies will monitor response operations and offer advice when those operations may
3327 have an impact on recovery.

3328 Upon receiving the FDRC's request to activate, the Housing RSF National Coordinator will assist
3329 the FDRC in identifying and activating other Housing RSF primary agencies and supporting
3330 organizations, as needed, to support approved activities such as initial assessments. If disaster
3331 assessments show no impact or a minor impact on housing, the Housing RSF will recommend
3332 and assist the FDRC in deactivating some or all members of the Housing RSF.

3333 Specific authorities, protocols and policies for activating, deploying and deactivating some or all
3334 Housing RSF members are explained in the IOP.

3335 **7.2 COORDINATION AND COMMUNICATIONS**

3336 The disaster housing mission is one of the most challenging and often controversial components
3337 of recovery. A major challenge is to build consensus among stakeholders on acceptable local
3338 housing recovery strategies and implementation plans, major milestone timetables, and how
3339 resources and expertise from both public and nongovernmental organizations can be brought in
3340 to facilitate housing recovery. Communication among the stakeholders will be critical to
3341 successful collaboration and coordination of actions and decisions.

3342 A foundation of successful communication among stakeholders will be effective coordination
3343 amongst the Housing RSF member agencies. The Housing RSF Field Coordinator will be
3344 responsible for initiating and managing this process at the JFO level. Regular intra-RSF

3345 meetings should be used to initiate and facilitate internal information sharing and problem
3346 solving regarding member agencies' ability to support the specific recovery needs of impacted
3347 communities. The Housing RSF should identify where available projects and programs do not
3348 meet recovery-related needs. When unmet needs are identified, the Housing RSF Field
3349 Coordinator will seek resolution through the FDRC.

3350 Mission-critical information should be collected, confirmed and circulated in a form, format and
3351 frequency that is timely, accessible and useful to recovery stakeholders. The intent is to improve
3352 the recovery support operations by facilitating information sharing among: stakeholders who
3353 are the legal representatives of the impacted communities; public, private and nonprofit sector
3354 partners who have the authorities, capacities, knowledge, resources or solutions that are crucial
3355 to housing recovery; and the recovery's beneficiaries (i.e., individual households, businesses and
3356 communities that may also include the stakeholders and partners cited above).¹

3357 The Housing RSF will support the FDRC in:

- 3358 • Establishing a common process, standard and schedule for information gathering and
3359 reporting among the RSFs and other Federal stakeholders at the JFO and headquarters.
- 3360 • Facilitating communication of state, territorial, tribal and local recovery issues to the
3361 FDRC to ensure their housing recovery needs are fully understood and addressed in a
3362 timely manner.
- 3363 • Communicating Federal programs and other resources available to support state,
3364 territorial, tribal and local housing recovery, and to answer disaster survivors' housing
3365 assistance questions.
- 3366 • Ensuring RSF communication and public outreach activities are coordinated with other
3367 Federal efforts and consistent with the FDRC direction.

3368 **7.3 INCIDENT MANAGEMENT AND COORDINATION** 3369 **STRUCTURE**

3370 The Housing RSF will operate out of the JFO under the leadership of the FDRC for those
3371 incidents that require a field deployment. The FDRC will have the authority to establish an
3372 incident management structure most appropriate to address local recovery needs. The Housing

¹ Until a RSF Communications Guide is developed, the *ESF #14 Communications Guide* can serve as a reference for structuring the communications function during recovery.

3373 RSF Field Coordinator will closely advise the FDRC and work within the structure established by
3374 the FDRC. The FDRC will be the center of Federal recovery support.

3375 The Housing RSF Field Coordinator, along with the other RSF Field Coordinators, will
3376 support the FDRC in managing Federal support activities in communities and
3377 facilitating communication between all Federal stakeholders at the JFO, regional offices
3378 and headquarters. Each Field Coordinator will work within the structures established in
3379 its respective Annex for RSF-internal communication and decision-making.

3380 Additionally, the Housing RSF CA will promote communication and coordination
3381 between the RSF and relevant Emergency Support Functions.

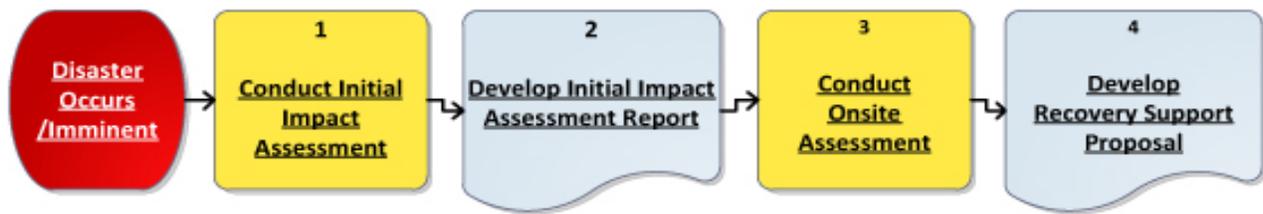
3382 Coordination between the JFO and the headquarters, regional and field level(s) will be
3383 important in resolving policy, program and resource challenges that extend beyond the purview
3384 of the Housing RSF. The FDRC, working within the JFO management structure, will support
3385 resolution of issues identified by the Housing RSF. More detail on coordinating support
3386 throughout the recovery effort and resolving challenges is provided in the “Coordinating
3387 Recovery Assistance” section.

3388 **7.4 ASSESSMENT**

3389 An assessment must take place in order to understand the scope of the disaster impacts in the
3390 housing sector and the community’s capacity to recover. Any assessment conducted and/or
3391 prepared by the Housing RSF will be done to serve the FDRC’s Mission Scoping Assessment
3392 Report (MSAR) and Recovery Support Strategy (RSS), both of which are described in the FDRC-
3393 RSF Operations Annex. This section describes the Housing RSF assessment that will support the
3394 MSAR and RSS. The assessment’s objectives are to:

- 3395 • Identify the scope of the disaster impact on the state’s housing resources and recovery
3396 capabilities to determine where long-term housing recovery assistance may be needed.
- 3397 • Avoid duplication of effort and promote efficiency by leveraging or participating in
3398 existing assessments and coordination platforms.
- 3399 • Promote partnerships and mutual assistance among Federal, state, territorial, tribal and
3400 local stakeholders.

3401 **Figure 1: Assessments**



3402

3403 The Housing Field Coordinator will coordinate the initial impact assessment among member
3404 agencies. Each member agency will collect data from state, territorial, tribal, local, private and
3405 nonprofit partners. The RSF agencies will also leverage existing assessment efforts taking place
3406 under ESF #6. The initial impact assessment report will be provided to the FDRC to support
3407 development of the MSAR, RSS and decisions regarding deployment. The Housing RSF will use
3408 the initial impact assessment report to prepare for on-site assessment by:

- 3409
- Identifying localities needing on-site assessment;
 - 3410 • Projecting the numbers and composition of assessment team(s); and
 - 3411 • Proposing a preliminary timeline for assessment.

3412 All on-site assessment activities, if necessary, will be conducted under the direction of the
3413 FDRC. Should on-site assessments be necessary, Housing RSF agencies' staff will likely be
3414 deployed as part of a multidisciplinary interagency team or teams to communities that have
3415 been initially identified as requiring on-site assessment.

3416 After completion of the on-site assessment(s) and development of the MSAR, the Housing RSF
3417 will coordinate with other RSFs and the FDRC to develop the RSS, as described in the FDRC-
3418 RSF Operations Annex. The RSS will:

- 3419
- Summarize the findings of the assessment(s);
 - 3420 • Propose the locale(s) and sector(s) to receive recovery support; and
 - 3421 • Recommend an approach for staffing and delivering recovery resources.

3422 The RSS is not a long-term community recovery plan. It represents a larger strategy report,
3423 which will recommend the type, location and level of support necessary to meet the recovery-
3424 related needs as they have been identified at the conclusion of assessment activities. The RSS
3425 will be shared with state, territorial, tribal and local partners to obtain their concurrence and to
3426 communicate and obtain Federal leadership approval.

3427 Upon gaining necessary concurrence and approvals, the Housing RSF will transition into
3428 delivering the support described in the RSS. While the assessment process presented above is

3429 linear, the efforts of state, territorial, tribal and local organizations to enact their own recovery
3430 will not always be. There will be times when state, territorial, tribal and local partners (with
3431 sufficient capacities) will initiate recovery efforts prior to completion of the RSS. In these
3432 instances the Housing RSF should ensure, in coordination with the other RSFs and the FDRC,
3433 coordination with and monitoring of ongoing recovery efforts.

3434 **Section 8: Coordinating Recovery Assistance**

3435 The Housing RSF will facilitate Federal recovery assistance under the direction of the FDRC and
3436 in coordination with state, territorial, tribal and local partners to promote housing recovery in
3437 disaster-impacted communities. The objectives are to:

- 3438 • Ensure that the impacted state, territorial, tribal and local communities are aware of and
3439 able to access financial, technical and other resources available for their housing
3440 recovery;
- 3441 • Improve the effectiveness, efficiency, accessibility and timeliness of the processes and
3442 methods used to deliver and adjust Federal assistance that meets the community's
3443 recovery needs;
- 3444 • Prevent confusion in the local recovery effort and wasteful duplication of resources;
- 3445 • Identify gaps and overlaps in resources, and facilitate coordination; and
- 3446 • Support the impacted state, territorial, tribal and local communities in leading and
3447 acquiring the capacities to plan and implement their housing recovery, and when a
3448 community lacks the needed capacity, provide technical assistance for its recovery
3449 planning and implementation.

3450 Housing RSF personnel may be deployed to work – under the direction of the FDRC – directly
3451 with impacted communities on a short-term, intermittent or a longer-term on-site basis as
3452 members of a community assistance task force or field team. On-site management of the task
3453 force or field team will be determined by the FDRC. Teams providing community assistance will
3454 include not only Federal and state/territorial/tribal staff, but also key leaders and staff from the
3455 local government and private/nonprofit organizations whose participation is critical to the local
3456 recovery planning, resourcing and implementation efforts. Throughout the recovery process,
3457 efficient information sharing between the FDRC, the RSFs and the state, territorial, tribal and
3458 local governments are important to ensure community needs are met effectively.

3459 **8.1 STAGES OF COORDINATION**

3460 Housing RSF activities will center on coordination and provision of recovery resources to ensure
3461 the right type of assistance is provided at the right time to impacted communities, and the
3462 desired recovery outcome is achieved. These activities and the focus of the Housing RSF will
3463 evolve through three overlapping stages: short-term, intermediate and long-term. While these
3464 three stages of activities may have different starting points, duration and peaks, they are likely to

3465 overlap, as illustrated below. All Housing RSF field activities will be carried out under the
3466 leadership of the FDRC.

3467 **Figure 2: Conceptual Timeline of Disaster Recovery**



3468
3469 Within each stage, some activities will be conducted by the Housing RSF and as such, the
3470 Housing RSF should monitor and support activities, where applicable, because they can have an
3471 impact on the Housing RSF mission.

3472 **SHORT-TERM**

3473 Housing assistance is most intense during the short-term and, concurrently, interim housing is
3474 being initiated. At this stage, the Housing RSF will:

- 3475 • Coordinate with other RSFs to complete long-term recovery needs assessments and to
3476 develop recovery support recommendations for FDRC approval and state concurrence;
- 3477 • Coordinate with and support the planning and implementation of emergency housing
3478 relief and interim housing assistance efforts;
- 3479 • Provide information on the long-term housing situation and recovery outlook to
3480 partners, such as ESF #6, the FEMA IA Program and the HUD Disaster Housing
3481 Assistance Program (DHAP);
- 3482 • Participate in the SLDHTF, a state-led platform recommended for coordinating short-
3483 term, intermediate and long-term housing recovery planning; and
- 3484 • Transition interim housing functions and responsibilities from ESF #6 to the Housing
3485 RSF.

3486 **INTERMEDIATE**

3487 Short-term sheltering needs are likely to have been met during this stage, and interim housing
3488 assistance is most intense. The Housing RSF and other RSFs will coordinate resources with
3489 state, territorial, tribal and local partners to help:

- 3490 • Develop an actionable and feasible recovery plan that captures the state, territorial, tribal
3491 and local post-disaster housing recovery needs and priorities;
- 3492 • Build capacities needed by state, territorial, tribal and local partners in the public,
3493 private and nonprofit sectors to continue planning, implementing, managing and
3494 sustaining their housing recovery effort;
- 3495 • Identify Federal programs that can be leveraged to fund long-term housing solutions and
3496 sustain the local capacities needed to implement and manage the recovery effort;
- 3497 • Begin transitioning, where appropriate and not related to the long-term stage, support
3498 activities to Housing RSF steady-state programs and agency offices that are local or
3499 regional to the disaster areas;
- 3500 • Help the state, territorial, tribal and local community prepare for the implementation
3501 and monitoring phase; and
- 3502 • Collaborate with public, private and nonprofit partners to identify long-term solutions
3503 that can alleviate interim housing needs and develop interim housing solutions that can
3504 be leveraged for long-term housing recovery.

3505 **LONG-TERM**

3506 During this stage, interim housing assistance is likely continuing, while long-term housing
3507 solutions are being implemented and monitored. State, territorial, tribal and local communities
3508 should now have recovery plan(s) finalized and sufficient capacities to implement and manage
3509 their housing and overall long-term recovery should be identified. By this time, the Housing RSF
3510 staff in the field should:

- 3511 • Complete transitioning of support activities to applicable, Federal, steady-state programs
3512 and local/regional offices, especially in the areas of ongoing implementation support and
3513 monitoring;
- 3514 • Complete full demobilization of RSF field-based staff as their roles and activities are
3515 transitioned to Federal steady-state program and local/regional offices; and

3516 • Complete final JFO-based RSF activities reporting to the FDRC and other Federal
3517 leadership.

3518 Federal steady-state programs and local/regional offices in or near the disaster region will
3519 provide ongoing recovery support when needed, including the following:

- 3520 • Project-based support;
- 3521 • Compliance support;
- 3522 • Recovery financing technical assistance;
- 3523 • Ongoing resource allocation/coordination;
- 3524 • Guidance on measuring recovery progress;
- 3525 • Monitoring and improving the efficiency and effectiveness of assistance; and
- 3526 • Coordination of adjustment to assistance programs and processes.

3527 At the national level, the Housing RSF will, in coordination with other RSFs:

- 3528 • Monitor recovery progress and coordinate with regional Federal staff responsible for
3529 ongoing implementation support;
- 3530 • Respond to any recovery problems, which may involve recommending additional
3531 resources and/or making adjustments to recovery assistance programs, policies or
3532 processes; and
- 3533 • Share lessons learned, best practices, recovery tools and metrics with Federal staff
3534 responsible for ongoing implementation support, as well as FDRCs and RSFs in other
3535 recovery operations.

3536 **8.2 PLATFORMS/STRUCTURES FOR COORDINATION AND** 3537 **ISSUE RESOLUTION**

3538 Housing and other RSFs coordinate and facilitate Federal support under the leadership of the
3539 FDRC. To improve intra-RSF coordination and Federal impact, the Housing RSF will help
3540 institute and participate in intra-RSF meetings held periodically by the FDRC. During these
3541 meetings, the FDRC and RSF staff will address issues that may affect state, territorial, tribal and
3542 local recovery, especially those that are caused by or can be resolved by Federal actions. Any
3543 issues that present an obstacle to housing assistance coordination that cannot be resolved on the
3544 state, territorial, tribal and local level should be reported to the FDRC. Using existing program
3545 authority, Federal agency executives can provide additional personnel resources or adjust

3546 program policies or approaches to provision of housing recovery support. Issues requiring
3547 legislative changes will be elevated to senior officials in the Executive Branch and to Congress.

3548

3549 **Section 9: Key Recovery Partners**

3550 **9.1 ROLES OF HOUSING RSF AGENCIES AND KEY HOUSING**
 3551 **RECOVERY PARTNERS**

3552 The table below describes the roles of the Federal agencies and national nonprofit organizations
 3553 that comprise the Housing RSF.

3554 **Table 2: Federal Partners, Roles and Functions**

| RSF AGENCIES | RECOVERY ROLES AND FUNCTIONS |
|---|---|
| 3555 US Department of Housing and Urban Development (HUD) | <ul style="list-style-type: none"> • As this RSF’s Coordinating Agency, HUD: <ul style="list-style-type: none"> ○ Maintains communication within the Housing RSF and with other RSFs and develops a recovery action plan to avoid duplication of efforts. ○ Coordinates and support housing recovery efforts with a focus on long-term housing recovery. ○ Provides technical expertise on housing recovery; monitors support and implement recovery programs. ○ Represents the Housing RSF. ○ Activates and deploys trained cadre. • HUD also holds technical and financial resources that can be applied to housing and community recovery. For instance, HUD can provide information on the latest building technologies; the CDBG Program can provide funding for community development post disaster. |
| 3556 2. Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) | <ul style="list-style-type: none"> • As a member of the Housing RSF Primary Agency, DHS/FEMA: <ul style="list-style-type: none"> ○ Derives its post-disaster coordination, authority and resources from the Stafford Act; it has financial and technical resources and expertise for both disaster housing and long-term community recovery assistance (ESF #14). • FEMA is the lead agency for the National Housing Task Force for coordinating post-disaster housing assistance. |
| 3557 3. Department of Agriculture (USDA) | <ul style="list-style-type: none"> • As a member of the Housing RSF Primary Agency, USDA: <ul style="list-style-type: none"> ○ Manages programs and resources that can support housing and community recovery in rural areas, such as grants for rural community economic development, home mortgages and rural utilities program. ○ Possesses real estate owned (REO) properties. |

| RSF AGENCIES | RECOVERY ROLES AND FUNCTIONS |
|--|---|
| 3558 American Red Cross (ARC) | <ul style="list-style-type: none"> • Serves as a key provider of mass care services and expertise in disaster sheltering, feeding, emergency supply distribution and family reunification. • 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. • Conducts post-disaster assessment of housing damages. • Provides assistance referral and works on long-term recovery committees. |
| 3559 Corporation for National and Community Service (CNCS) | <ul style="list-style-type: none"> • Provides case management and expertise in assisting disadvantaged communities as well as residents with access and functional needs. • Manages AmeriCorps, a resource for skilled and experienced volunteers and staff that can assist recovery operations. |
| 3560 Department of Health and Human Services (HHS) | <ul style="list-style-type: none"> • Leads the Federal coordination of the Health and Social Services Recovery Support Function. • Provides technical assistance for housing considerations regarding essential health and social services. |
| 3561 Department of Veterans Affairs (DVA) | <ul style="list-style-type: none"> • Provides expertise on financial and technical assistance programs designed to support veterans and their purchases of homes. • Possesses an inventory of real estate owned (REO) properties that could be a potential housing resource post-disaster. • Provides health and other supportive services to veterans. |
| 3562 Environmental Protection Agency (EPA) | <ul style="list-style-type: none"> • Provides technical advice and assistance on water, wastewater and agricultural infrastructure projects. • Provides technical assistance on using environmentally sound and sustainable approaches in building infrastructure systems. |
| 3563 National Voluntary Organizations Active in Disaster (NVOAD) | <ul style="list-style-type: none"> • Facilitates collaboration, coordination and communication among member organizations assisting in disaster recovery, repair and rebuilding, volunteer labor management, mass care, demolition and donations management. • Provides guidance in sharing client information and promoting spiritual and emotional care. |
| 3564 Small Business Administration (SBA) | <ul style="list-style-type: none"> • Provides individual and business loans that can be used to rebuild homes and facilities that may provide essential services to the residents. |
| 3565 U.S. Access Board | <ul style="list-style-type: none"> • Serves in an advisory role on issues and regulations on emergency housing for people with disabilities. |

3566 **9.2 STATE AND LOCAL PUBLIC SECTOR PARTNERS**

3567 Below is a list of state and local government agencies, departments or offices which may be
 3568 critical for the Housing RSF to engage. These state and local public sector partners hold
 3569 authorities, expertise and resources that make them indispensable to housing recovery. This list
 3570 is not exhaustive.

3571 **Table 3: State and Local Partners, Resources and Expertise**

| STATE AND LOCAL PUBLIC SECTOR PARTNERS | PARTNERS' RESOURCES AND EXPERTISE |
|--|---|
| 3572 State 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. |
| 3573 State and Local Public Housing Authorities | State and local 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. |
| 3574 State and Local Building Departments | State and local building departments provide expertise in building codes and safe building practices. They play a key role in the compliance, permitting and enforcements of building construction. |
| 3575 State and Local Public Works Departments | State and local 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. |
| 3576 State and Local Health and Social Services Departments | Coordinate recovery efforts with the Health and Social Services Recovery Support Function (RSF) or equivalent. |

3577 **9.3 PRIVATE AND NONPROFIT PARTNERS**

3578 Below is a list of key private and nonprofit sector partners outside of the existing RSF primary
 3579 agencies and supporting organizations. The list is not exhaustive. Many of these partners also
 3580 operate regional, state or local offices, programs or affiliates, or they know of such independent
 3581 counterparts. Together, these partners represent a full range of expertise and financial,
 3582 technical, material and other resources necessary to housing and community planning and
 3583 designing, repairs and reconstruction, financing and development.

3584 **Table 4: Private and Nonprofit Partners, Resources and Expertise**

| PRIVATE AND NONPROFIT PARTNERS | PARTNERS' RESOURCES AND EXPERTISE |
|---|---|
| 3585 Building and Construction Trades Council | Represents organized labor in the construction/building industries. The Council is a resource on housing workforce and development. |
| 3586 Building Congresses at the state level, Building Trades Associations (BTA) | 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. BTA represents contractor and construction companies involved in all phases of the building industries. There are also state chapters or counterparts. |
| 3587 Building Sciences Organizations | NGOs, such as the National Institute of Building Sciences (NIBS), bring together government and private sector partners to promote the construction of safe, resilient and affordable structures for housing. BSOs can serve as a resource on design/repair of housing post-disaster. |
| 3588 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. |
| 3589 International Code Council (ICC); National Fire Protection Association (NFPA) | ICC and NFPA 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. |
| 3590 Mennonite Disaster Services | Provide housing repair and rebuilding consultancy and/or direct physical housing repairs and reconstruction assistance. |

| PRIVATE AND NONPROFIT PARTNERS | PARTNERS' RESOURCES AND EXPERTISE |
|--|---|
| 3591 Mortgage Bankers Association | Subject matter experts in the real estate financing industry, the MBA 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. |
| 3592 National Apartment Association (NAA) and National Multi Housing Council (NMHC) | Together, the two organizations advocate on behalf of multifamily housing owners, managers, developers and suppliers. The NAA, in particular, represents more than 50,000 multifamily housing companies nationwide. They provide expertise on the multifamily housing issues and stakeholders. |
| 3593 National Association of Home Builders (NAHB) 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). |
| 3594 National Association of Housing and Redevelopment Officials (NAHRO) | With expertise in leading housing and community development, NAHRO 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. |
| 3595 National Association of Realtors (NAR) | Representing the real estate agent industry, NAR 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. |
| 3596 National Council of State Housing Agencies (NCSHA) | Providing expertise on affordable housing issues and financing options, the Council represents the State Housing Finance Agencies (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. |
| 3597 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 NAHB, NAREIT, NAA and MBA. As such, it can serve as a hub for connecting to local real estate companies. |

| PRIVATE AND NONPROFIT PARTNERS | PARTNERS' RESOURCES AND EXPERTISE |
|---|--|
| 3598 Urban Land Institute (ULI) | ULI 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. ULI can provide expertise on planning, developing and redeveloping neighborhoods, business districts and communities. |
| 3599 Consortium for Citizens with Disabilities/Emergency Preparedness Task Force | A coalition of approximately 100 national disability organizations working 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. Can serve as a resource on needs of the disabled and housing accessibility issues. |
| 3600 National Council on Independent Living (NCIL)/Housing Subcommittee | NCIL advances independent living and the rights of people with disabilities. NCIL 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. NCIL is a resource on issues of housing accessibility and design. |

3601 **9.4 KEY PARTNERS AND COORDINATION PLATFORMS**

3602 The table below describes national- and state-level public and nongovernmental partners and
 3603 coordination platforms for coordinating housing recovery assessments.

3604 **Table 5: Key Coordination Partners, Platforms**

| KEY COORDINATION PARTNERS/PLATFORMS | COORDINATION FOCUS AND HOUSING RSF'S ROLE |
|---|--|
| 3605 State-Led Disaster Housing Task Force (SLDHTF) or other state-level recovery group focused on housing | <ul style="list-style-type: none"> • A platform for ensuring the state’s objectives and paths for post-disaster housing recovery are understood and integrated into the Federal recovery effort. • FEMA Individual Assistance and Housing RSF member agencies, such as HUD and USDA, will participate in the SLDHTF. Housing RSF agencies will contribute to the facilitation of interim and long-term housing assistance. • If there is not an active SLDHTF, coordination with other state designee(s) for recovery, (e.g., a State Recovery Task Force, Individual Assistance Officer or a Recovery Commission). |
| 3606 Emergency Support Function (ESF) #6 | <ul style="list-style-type: none"> • An established platform for coordinating Federal assistance in mass care, disaster shelters and emergency short-term housing. • The Housing RSF will coordinate information sharing with agencies active in ESF #6 and through the SLDHTF with state-level stakeholders. |
| 3607 Mission Planning Team (MPT) | <ul style="list-style-type: none"> • 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 MPT is a short-lived entity that disbands once the housing plan is completed and DHOPS implementation begins. • Housing RSF staff conducting on-site assessment may leverage or join the MPT to coordinate and minimize assessment time, and burdens on the local communities. |
| 3608 National Disaster Housing Task Force (NDHTF) | <ul style="list-style-type: none"> • A platform for Federal agencies with authorities, expertise and resources for disaster housing can engage and work with state, private and nonprofit sector partners to improve assistance strategies and delivery operations. • Housing RSF agencies such as HUD, USDA and DVA now participate in the NDHTF, helping to formulate the NDHS and NDHTF Practitioner Guide. |

3609 **9.5 TIMEFRAME**

3610 The timeframe and milestones for each Housing RSF operation will be unique, and the FDRC
3611 will drive progress toward establishing and achieving the incident-specific timeframe and
3612 milestones. The following list provides approximate expectations and target goals for the
3613 Housing RSF when supporting recovery operations.

- 3614 • Begin the initial assessment within 30 days of the disaster’s occurrence.
- 3615 • Prepare the on-site assessment as soon as initial assessment results have been confirmed
3616 and coordinated with the FDRC, other RSFs and response and recovery partners.
 - 3617 ○ Coordinate on-site assessments with other partners who may also be conducting
3618 assessment or other response or recovery activities in the field. Inform and support
3619 the FDRC to ensure coordination is achieved at the JFO and with state, territorial,
3620 tribal and local partners.
 - 3621 ○ To the extent feasible, leverage and join other on-site assessment efforts to promote
3622 communication and collaboration with other partners, and streamline the
3623 assessment requirements of state, territorial, tribal and local partners by minimizing
3624 the frequency and length of assessment contacts.
- 3625 • Flexible and considerate timeframe for completing the on-site assessment needs of the
3626 post-disaster conditions and obligations of the state and communities. Avoid scheduling
3627 on-site assessment of communities when they cannot fully engage with the process.
- 3628 • Submit the housing component of the MSAR within 15 days after the last on-site
3629 assessment. Share assessment findings periodically before the final draft with other RSFs
3630 and recovery partners, the FDRC and state, territorial, tribal and local leadership to
3631 solicit feedback on findings and recovery assistance recommendations.
- 3632 • Total time needed to complete and get approval for the housing component of the MSAR
3633 and RSS may range between 30 and 60 days post-disaster, depending on the breadth
3634 and depth of the disaster’s impact, and the state, territorial, tribal and/or local readiness
3635 to engage in the assessment effort.

3636 **9.6 RESOURCES**

- 3637 • Sample Recovery Assistance Strategy (*LTCR Assistance Management Plan*);
- 3638 • LTCR Needs Assessment Tool and other pertinent assessment guidance; and
- 3639 • Contact List for Key Coordination Partners.

3640 **Section 10: Recovery Issues, Considerations and Options**

3641 Although the focus of this Annex is to provide post-disaster guidance for the coordination of
3642 Federal recovery resources and activities, it is important to highlight some of the more common
3643 issues and considerations communities encounter when working toward housing recovery.

3644 Additionally, this section identifies some of the options available in response to housing-related
3645 disaster recovery needs. Each post-disaster situation will be unique. This section is not meant to
3646 be exhaustive; rather, it offers an initial list of items those involved with housing recovery
3647 should consider.

3648 The following issues and considerations can be ingredients or impediments to local recovery
3649 success.²

3650 **10.1 FACTORS AFFECTING INDIVIDUAL RESIDENTS**

- 3651 • Securing financing to repair or purchase a home;
- 3652 • Availability and affordability of insurance;
- 3653 • Housing affordability;
- 3654 • Residential proximity and access to services, employment and transportation
3655 infrastructure/public transit, access and functional needs of people with disabilities;
- 3656 • Available and accessible housing;
- 3657 • Universal design features in rebuilding; and
- 3658 • Debris removal.

3659 **10.2 FACTORS AFFECTING LOCAL GOVERNMENT AND THE** 3660 **LARGER COMMUNITY**

- 3661 • Housing policies that support local recovery;
- 3662 • Building code standards and enforcement;
- 3663 • Fair Housing and housing accessibility (the Fair Housing Act, 42 U.S.C. 3601 et seq.,
3664 American with Disabilities Act, Section 504 of the Rehabilitation Act, Architectural
3665 Barriers Act);

² For description of each listed items, see Appendix B.

- 3666 • Capabilities for planning, designing, managing and building housing;
- 3667 • Adequate infrastructure to serve new and existing housing;
- 3668 • Availability of land (particularly in relation to vulnerabilities); and
- 3669 • Reduced local government revenues.

3670 **10.3 FACTORS AFFECTING HOUSING-RELATED BUSINESSES**
3671 **(DEVELOPERS AND BUILDERS)**

- 3672 • Availability of construction loans, equity investments and other financing mechanisms;
- 3673 • Increased construction costs;
- 3674 • Availability of building material supplies; and
- 3675 • Local government’s ability to meet increased permitting and review demands.

3676 **10.4 RECOVERY ASSISTANCE OPTIONS**

3677 The following list is a starting point for housing recovery practitioners as they seek to meet the
3678 specific needs of communities seeking to achieve recovery. The options include assistance to
3679 families to accelerate their home repairs and reconstruction or their rental or purchase of a new
3680 residence. Other options exist to support local governments and businesses (e.g., homebuilders)
3681 to help facilitate individual home recovery or community-level redevelopment of housing,
3682 infrastructure and essential services. Again, this list is not exhaustive. Furthermore it is not
3683 intended to imply the Housing RSF or its member agencies are responsible for implementing or
3684 providing these assistance options. The appropriateness of these options will depend on the
3685 specific recovery efforts. If offered, they will be provided consistent with the guidance of the RSS
3686 and under the leadership of the FDRC.

- 3687 • *Financial:* From direct funding for housing repairs to financing assistance for individuals
3688 or communities, the Housing RSF will help connect the community with applicable
3689 Federal agencies and assistance programs.
- 3690 • *Technical:* A wide range of assistance options from advising on building design, land use
3691 and hazard mitigation to supporting local housing recovery planning and capacity
3692 building.
- 3693 • *Building Materials and Labor:* Cost-free or cost-reduced building materials and
3694 construction labor.

- 3695 • *Land and Real Properties:* Cost-free or cost-reduced land and real properties.
- 3696 • *Legal and Regulatory:* Support for the community in navigating through and complying
3697 with Federal regulations and requirements that may affect housing recovery, such as
3698 environmental and historic preservation laws.
- 3699 • *Logistical:* Provision or improvement of logistics for building supplies and services is
3700 critical to control cost and avoid delays in repairs and reconstructions.
- 3701 • *Essential Services:* Provision of services, or access to services, that are critical to
3702 livability, such as school, hospitals, mental health, disability, access and functional
3703 needs, childcare, senior support, transportation, utilities, fire, police and security, as well
3704 as essentials such as grocery and recreation.

3705 **10.5 TIMEFRAME**

3706 The Housing RSF’s field presence will typically match the time needed by the local community
3707 to develop a recovery plan. In past disasters, this form of assistance typically began 30 to 60
3708 days after a disaster and lasted for 60 to 120 days, depending on the local situation. Capacity
3709 building, which will have begun during this same period, is likely to continue in some form well
3710 after the local recovery plan has been developed.

3711 The implementation and monitoring phase can continue for years. Though the Housing RSF’s
3712 presence in the field may have ended, Federal involvement, through its locally administered
3713 disaster and steady-state programs (e.g., HUD CDBG Program), are likely to continue as
3714 needed. The Housing RSF Coordinating Agency will work with other RSF members to identify
3715 appropriate regional and/or local office liaisons to provide a central point of contact for the
3716 community and to continue to monitor the recovery assistance and implementation efforts.

3717 **10.6 RESOURCES**

- 3718 • Guide to Housing Recovery Resources

3719 **Section 11: Appendices**

3720 **11.1 HOUSING ASSESSMENT CHECKLISTS**

3721 For initial impact assessment, baseline information to obtain for disaster-impacted individuals’
 3722 permanent housing status may include:

Table 6: Housing Baseline Information Checklist

| HOUSING BASELINE INFORMATION | |
|-------------------------------------|---|
| 3723 | Pre-disaster baseline numbers of single-family versus multifamily housing |
| 3724 | Ratio of homeowners to renters |
| 3725 | Population densities and housing concentrations |
| 3726 | Population demographics (e.g., income) |
| 3727 | Housing vacancies, including disability access |
| 3728 | Housing affordability (rentals and homeownership) |
| 3729 | Housing development trends |
| 3730 | Accessible, available housing |

3731 Below is a checklist of local stakeholders to invite and involve when conducting on-site
 3732 assessment of local housing disaster impact and recovery needs assessment:

3733 **Table 7: Local Stakeholders, Assessment Involvement Checklist**

| LOCAL STAKEHOLDERS FOR ON-SITE ASSESSMENT | |
|--|---|
| 3734 | Local elected officials |
| 3735 | Local/Regional Housing Authorities |
| 3736 | Public and private financial institutions (e.g., Lenders, Housing Finance Agencies) |
| 3737 | Community Planning and Public Works Departments |
| 3738 | Economic and community development agencies |
| 3739 | Real estate industry representatives |
| 3740 | Large rental housing owners |
| 3741 | Housing developers, home builders and suppliers |
| 3742 | Building Trade/Construction Labor organizations |
| 3743 | Organizations that support elderly, children and individuals with disabilities |

3744 11.2 HOUSING RECOVERY ISSUES AND CONSIDERATIONS

3745 FACTORS AFFECTING INDIVIDUAL RESIDENTS

- 3746 • *Financing*: The ability to purchase a new home or repair an existing home is frequently
3747 dependent on an individual's mortgage options, including the individual's credit rating
3748 and ability to afford a down payment, closing costs or other fees.
- 3749 • *Insurance requirements, cost and availability*: Renters' and homeowners' insurance
3750 does not necessarily cover natural disasters; for example, most homeowners' policies do
3751 not cover loss from an earthquake. Therefore, additional natural disaster-specific
3752 coverage is often needed, increasing insurance costs for an individual. After a disaster,
3753 insurance companies have also been known to place a moratorium on writing new
3754 homeowner's policies in the area and to increase minimum deductibles.
- 3755 • *Housing affordability*: The affordability of home prices and rental rates in an area may
3756 be an issue for some individuals, particularly if housing supply is constrained after a
3757 disaster. New homes are also typically more expensive than older homes, so the loss of
3758 older housing stock in an area may alter the housing market of a community.
- 3759 • *Housing location (land use/transportation/services)*: Housing location can be an
3760 extremely important factor for individuals – particularly a home's proximity to services,
3761 transportation infrastructure (especially for public transit-dependent individuals) and a
3762 person's place of employment. Finding a new home that offers the same level of
3763 accessibility may be challenging for some individuals after a disaster, including
3764 individuals with disabilities who may have physical/architectural, programmatic and
3765 communications access needs.
- 3766 • *Available and accessible housing*: Both temporary and permanent housing have
3767 emerged as considerable problems in post-disaster recovery. Both types of housing must
3768 be accessible, but many older communities lack such homes. Recovery represents an
3769 opportunity to increase accessibility during rebuilding and should be considered a top
3770 priority.
- 3771 • *Universal design features in rebuilding*: Universal design features increase accessibility
3772 for all people, by enhancing barrier-free access through lever handles or wider doorways;
3773 touch panels for electrical outlets; and traffic lights that feature auditory, visual and
3774 tactile information.

3775 • *Debris Removal:* Debris removal is important in order for recovery to begin. Before
3776 evacuees can leave a shelter or temporary location, debris must be removed from the
3777 streets. Fallen limbs and curbside debris may hinder movement along streets for some
3778 people with disabilities. Individuals may also need debris removed from inside their
3779 homes; people who are blind or use mobility devices will have a difficult time if objects
3780 have fallen to the floor, as they do in earthquakes, tornados and floods. Locations where
3781 groups of people with disabilities live (such as assisted living facilities or state schools)
3782 may need to be prioritized so debris can be removed and resources moved in – or
3783 residents moved out. Burning and disposal of debris must follow Federal standards in
3784 order to minimize the potential for harm to those with respiratory conditions.

3785 **FACTORS AFFECTING LOCAL GOVERNMENT AND THE LARGER**
3786 **COMMUNITY**

- 3787 • *Housing policies:* Existing policies (e.g., zoning codes, development fees, parking
3788 requirements) may encourage or constrain the development of affordable housing.
3789 Policies should be reviewed and re-evaluated to ensure they support rather than impede
3790 local recovery activities, including accommodating the whole community, inclusive of
3791 people with disabilities who will need both housing and accessibility throughout the
3792 community.
- 3793 • *Building code standards and enforcement:* Appropriate building codes can greatly
3794 reduce or eliminate the vulnerability of the built environment to natural disasters.
3795 Building codes should be evaluated to ensure they are up-to-date, and rigorous code
3796 enforcement is important to ensure codes are being followed.
- 3797 • *Fair Housing and housing accessibility:* A number of Federal laws must be adhered to in
3798 order to ensure equal access to housing.
- 3799 ○ The Fair Housing Act, 42 U.S.C. 3601 et seq., prohibits discrimination by direct
3800 providers of housing, such as landlords and real estate companies as well as other
3801 entities, such as municipalities, banks or other lending institutions and homeowners’
3802 insurance companies whose discriminatory practices make housing unavailable to
3803 persons because of race or color, religion, sex, national origin, familial status or
3804 disability. Ensuring housing providers adhere to the Fair Housing Act and that newly
3805 constructed housing is built in accordance with the Fair Housing Act's accessibility
3806 requirements will be an important consideration for the local government.

- 3807 ○ The *Americans with Disabilities Act* prohibits discrimination and ensures equal
3808 opportunity for persons with disabilities in employment, state, territorial, tribal and
3809 local government services, public accommodations, commercial facilities and
3810 transportation. Title II of the ADA prohibits discrimination based on disability in
3811 programs, services and activities provided or made available by public entities. HUD
3812 enforces Title II when it relates to public housing, housing assistance and housing
3813 referrals.
- 3814 ○ The *Architectural Barriers Act* requires buildings and facilities designed,
3815 constructed, altered, or leased with certain Federal funds after September 1969 to be
3816 accessible to and utilizable by handicapped persons.
- 3817 ○ Section 504 of the Rehabilitation Act of 1973 prohibits discrimination based on
3818 disability in any program or activity receiving Federal financial assistance.
- 3819 ● *Capabilities for planning, designing, managing and building:* As recovery resources are
3820 limited, a community's long-term recovery requires the local government or community
3821 have adequate planning, design, management and building capabilities. This is
3822 particularly important to ensure funding and recovery efforts address a community's
3823 greatest needs while pursuing comprehensive solutions to long-term problems.
- 3824 ● *Infrastructure to serve new and existing housing:* A natural disaster can greatly impact
3825 infrastructure such as electricity, gas, water, sewer and road systems serving a
3826 community's homes. The ability to build new housing and repair existing homes can be
3827 largely dependent on the availability of infrastructure. It is also important to site new
3828 housing in areas that has existing infrastructure (rather than green field development) to
3829 reduce construction costs and service costs for a community.
- 3830 ● *Availability of land and housing location:* Land availability can impact where new
3831 housing (and the type of housing) can be built. It is also important to assess the
3832 vulnerability of available land to future natural hazard events and to avoid rebuilding on
3833 land where the probability of future of disaster is significant.
- 3834 ● *Local government funding:* The destruction of homes and businesses can reduce income
3835 tax and property tax revenues at a time when there is a need for financing the rebuilding
3836 of public infrastructure. The reduced tax revenues can also make bond financing difficult
3837 because of the reduced ability to repay principal and interest.

3838 **FACTORS AFFECTING HOUSING-RELATED BUSINESSES**
3839 **(DEVELOPERS AND BUILDERS)**

- 3840 • *Financing:* Housing developers and builders are often dependent on the availability of
3841 financing sources, such as construction loans and equity investments. The inability to
3842 secure financing could significantly delay or prevent housing development.
- 3843 • *Construction costs:* Building codes and other regulations in disaster-prone areas can
3844 increase construction costs, as can access to building material supplies and
3845 infrastructure (see bullet below). These costs would likely be passed on to the consumer
3846 (homebuyer or renter) while at the same time hopefully reducing the consumer's
3847 insurance premiums.
- 3848 • *Building material supplies:* The availability of building materials, supplies and/or the
3849 infrastructure to transport materials to a project site could hinder the speed of housing
3850 development and increase the cost of housing construction.
- 3851 • *Local government permitting and review processes:* If a local government is
3852 understaffed, or if development activity exceeds staff's capabilities, local government's
3853 permitting and review processes may be affected. This, in turn, would impact a
3854 developer/builder's project schedule and costs.

3855 **11.3 HOUSING PEOPLE WITH DISABILITIES POST-DISASTER**

3856 In many communities after disaster, people organize to represent their own needs and have even
3857 filed lawsuits to increase representation and address unmet needs. People who step up to
3858 identify and address unmet needs represent resources for insight, committee participation and
3859 the identification of important but often unrecognized recovery needs. Invite advocacy groups,
3860 people with disabilities, human service nonprofits and others concerned with disability issues to
3861 the recovery "table." For example, at the national level, the following nongovernmental
3862 organizations could be considered as partners: National Council on Independent Living,
3863 Consortium for Citizens with Disabilities Emergency Preparedness Task Force.

3864 Some issues that particularly impact people with disabilities to be included in the recovery
3865 process include:

3866 **RESTORE UTILITIES**

3867 Having access to an uninterrupted power supply is a priority for many people with disabilities.
3868 Often people with disabilities need to have access to power to run life-sustaining equipment

3869 (e.g., oxygen concentrators, heart monitors, respirators, etc.), to ensure refrigeration of
3870 medications or to recharge batteries for equipment such as wheelchairs or scooters. In the short-
3871 term, generators can be placed at critical locations such as fire stations in order to power
3872 mobility devices and medical equipment. Transportation to and from the temporary location is
3873 crucial. Special attention, including priorities for resources and restoration, should be given to
3874 congregate locations.

3875 **REMOVE DEBRIS**

3876 Debris removal is important in order for recovery to begin. Before evacuees can leave a shelter
3877 or temporary location, debris must be removed from the streets. Fallen limbs and curbside
3878 debris may hinder movement along streets for some people with disabilities. Individuals may
3879 also need debris removed from inside their homes; people who are blind or use mobility devices
3880 will have a difficult time if objects have fallen to the floor, as they do in earthquakes, tornados
3881 and floods. Locations where groups of people with disabilities live (such as assisted living
3882 facilities or state schools) may need to be prioritized so debris can be removed and resources
3883 moved in – or residents moved out. Burning and disposal of debris must follow Federal
3884 standards in order to minimize the potential for harm to those with respiratory conditions.

3885 **PRIORITIZE MEDICAL CARE**

3886 In major disasters, health care and home health care support may be compromised. People with
3887 disabilities may need to restore disrupted relationships with pharmacies, physical therapy,
3888 physicians, respiratory therapy, mental health services, dialysis, cancer treatment and other
3889 health care providers. Supporting the rapid restoration of health care services can expedite the
3890 independence of people with disabilities and insure continuity of care. Caseworkers may need to
3891 assist some people with disabilities in connecting to new health care providers, an experience
3892 that can be expensive and even traumatic.

3893 **RECOVERY PROGRAMS**

3894 After a major disaster, multiple recovery programs are likely to assist people impacted by the
3895 disaster. Federal, state, territorial, tribal, local and nongovernmental programs may be
3896 available. While many if not all of these programs are required to take people with disabilities
3897 into consideration in all aspects of the program, oftentimes there are gaps. Disability advocates
3898 and organizations should be given an opportunity to voice concerns directly to program
3899 administrators and help to identify resolutions and solve problems. For example, program

3900 information available to the public should be available in accessible formats as well as
3901 specifically address any disability-related issues particular to that program. Also, program
3902 applications, websites and hotlines should also be provided in accessible formats and
3903 accommodations offered and made. Additional programmatic issues to be considered include
3904 eligibility requirements, types and amount of assistance, etc.

3905 **ADDRESS CASEWORKERS**

3906 Caseworkers may be needed to help some people with disabilities recover more smoothly. With
3907 various recovery programs offering assistance, this can be a complex system to navigate. In
3908 addition, be aware that caseworkers report problems in getting government and other agencies
3909 to understand and believe the needs of people with disabilities are legitimate. Build in a strong
3910 component to the recovery plan that recognizes these problems and expedites communication
3911 between caseworkers, support agencies, governmental offices and others providing recovery
3912 assistance.

3913 **INCREASE TRANSPORTATION ACCESSIBILITY**

3914 Recovery represents an opportunity to increase accessibility. Opportunities include: establishing
3915 or increasing paratransit options; adding curb cuts for wheelchairs and other mobility devices;
3916 and installing traffic signals that are visual, auditory and tactile. By enabling mobility, people
3917 with disabilities can return to work, re-establish needed services, increase access to social
3918 networks and participate more fully in the community's offerings – including helping others
3919 with the recovery process.

3920 **AVAILABLE, ACCESSIBLE HOUSING**

3921 Both temporary and permanent housing have emerged as considerable problems in post-
3922 disaster recovery. Both types of housing must be accessible, but many older communities lack
3923 such homes. Recovery represents an opportunity to increase accessibility during rebuilding and
3924 should be considered a top priority.

3925 **UNIVERSAL DESIGN**

3926 Universal design features increase accessibility for all people, by enhancing barrier-free access
3927 through lever handles or wider doorways; touch panels for electrical outlets; and traffic lights
3928 that feature auditory, visual and tactile information.

3929 **QUALITY OF LIFE**

3930 The recovery time period is an opportunity to ask stakeholders what would improve their quality
3931 of life. Residents may focus on a variety of issues, from crime to recreation to environmental
3932 resources. By involving people with disabilities in the recovery planning process, everyone
3933 benefits.

3934 **ENVIRONMENTAL SUSTAINABILITY**

3935 Increasingly, efforts are made during recovery to utilize a “green” approach, meaning building
3936 materials and utility restoration use recycled and/or low-energy products. Incorporating such
3937 features may reduce exposure to hazardous chemicals that harm people with respiratory
3938 conditions (such as paint or chemicals used in carpets). The introduction of low-energy light
3939 bulbs and appliances as well as weatherizing can reduce utility bills for a population that already
3940 has a lower-than-average income.

3941 **MITIGATION**

3942 Any recovery plan should include efforts to mitigate or reduce exposure to future hazards. To
3943 incorporate such features, please see the Mitigation Toolkit item. Options may include adding
3944 ramps to the home of a senior citizen to anticipate future needs; installation of a home elevator
3945 to allow access to elevated areas; and placing power outlets at higher levels than typical for both
3946 accessibility and reduced risk from a hazard such as flooding.

3947 **ENGAGE VOLUNTEERS WITH AND WITHOUT DISABILITIES**

3948 Volunteers make the recovery process more effective and efficient. Volunteers help with nearly
3949 all aspects of the recovery process, including casework, cleaning homes, removing debris,
3950 rebuilding, etc. Engaging volunteers that are similar to the population of interest is important;
3951 therefore, recruit and involve volunteers who are elderly and/or have disabilities. These
3952 volunteers can identify needs and ways to serve residents more effectively; their insights often
3953 provide realistic perspectives and solutions.

3954 Disaster recovery is a long-term process. It may take months to years to recover fully from an
3955 event. We need to take the opportunity the recovery period presents to work more
3956 collaboratively with the disability community and implement plans that improve individual
3957 living conditions and promote and improve accessibility within the community. There should
3958 always be room for new ideas and new participants in that planning process, particularly
3959 residents with disabilities and their advocates.

3960

Infrastructure Systems Recovery Support Function

3961

3962

*ANNEX TO THE NATIONAL DISASTER RECOVERY
FRAMEWORK FOR POST-DISASTER RECOVERY PHASE*

3963

3964

DRAFT

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March 2, 2012

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3986 **Section 1: Key Infrastructure Systems Recovery Support**
 3987 **Functions Member Agencies and Partners**

3988 **Table 1: Members of the Economic RSF**

| | |
|---------------------------------|--|
| COORDINATING AGENCY | Department of Defense/U.S. Army Corps of Engineers (USACE) |
| PRIMARY AGENCIES | Department of Homeland Security (FEMA and NPPD) Department of Defense (DOD)/U.S. Army Corps of Engineers (USACE) Department of Energy (DOE) Department of Transportation (DOT) |
| SUPPORTING ORGANIZATIONS | Department of Agriculture (USDA) Department of Commerce (DOC) Department of Defense (DOD) Department of Education (ED) Department of Health and Human Services (HHS) Department of Homeland Security (DHS) Department of Housing and Urban Development (HUD) Department of the Interior (DOI) Department of Treasury (TREAS) Environmental Protection Agency (EPA) Federal Communications Commission (FCC) General Services Administration (GSA) Nuclear Regulatory Commission (NRC) Tennessee Valley Authority (TVA) |

3989 The U.S. Army Corps of Engineers (USACE) serves as the *Coordinating Agency* for the
 3990 Infrastructure Systems Recovery Support Functions (IS RSF). USACE will facilitate and provide
 3991 coordination and oversight for the IS RSF. Its key responsibility is to ensure effective
 3992 communication and collaboration among IS RSF primary and support agencies and other
 3993 partners and stakeholders that include, but are not limited to, state, tribal, territorial, local,
 3994 private sector and nongovernmental organizations (NGOs). Coordinating agency responsibilities
 3995 extend through the preparedness, response and recovery phases. In order to meet these

3996 objectives, USACE designates a National Coordinator and develops an NDRF annex to its
3997 annual All-Hazards Operations Order.

3998 *Primary Agencies* are designated based on relevant authorities, roles, resources or capabilities
3999 related to the disaster recovery of infrastructure systems. IS RSF primary agencies are
4000 responsible for: identifying and coordinating relevant Federal programs and capabilities to
4001 support recovery; working with local jurisdictions by participating in or coordinating
4002 interagency assessments or support teams as necessary; and providing technical assistance and
4003 information required to help communities identify recovery needs and establish infrastructure
4004 system recovery priorities.

4005 *Supporting Organizations* include Federal departments and agencies with specific capabilities
4006 or resources that support the primary agencies in executing the IS RSF mission. These agencies
4007 will provide assistance when requested by the Federal Disaster Recovery Coordinator (FDRC),
4008 consistent with their own authority and resources and/or as directed by the Robert T. Stafford
4009 Disaster Relief and Emergency Assistance Act (Stafford Act).

4010 **Section 2: Purpose and Scope**

4011 **2.1 PURPOSE**

4012 The purpose of the *Infrastructure Systems Recovery Support Function (IS RSF)* is to integrate
4013 the capabilities of the Federal government to support state, tribal, territorial and local
4014 governments and other public and private infrastructure owners and operators in their efforts to
4015 achieve long-term recovery goals relating to infrastructure systems. As a complement to the
4016 response and short-term recovery efforts taking place under the National Response Framework
4017 (NRF), the IS RSF, in conjunction with the other RSFs of the NDRF, will work to promote that:

- 4018 • Interagency and interdepartmental planning efforts occur at all levels.
- 4019 • Technical assistance is provided to support state, tribal, territorial and local government
4020 efforts to identify and prioritize critical infrastructure systems and assets.
- 4021 • An interagency, inter-jurisdictional recovery planning process is initiated when
4022 appropriate soon after a declared disaster.
- 4023 • There are expedient damage assessments and recovery prioritization of infrastructure
4024 assets to include development of courses of action for execution of temporary and/or
4025 permanent repairs, in coordination with applicable state, tribal, territorial and local
4026 governments as well as private sector owners and operators.
- 4027 • Adequate Federal support and resources are provided to the extent possible to assist
4028 affected state, tribal, territorial and local governments with effective community
4029 planning and redevelopment efforts.
- 4030 • Legal, policy and programmatic requirements that may potentially limit efficient
4031 recovery are identified and mitigated to the extent possible.
- 4032 • The concept of regional infrastructure resiliency and restoration is encouraged.
- 4033 • Local needs and expectations contribute to a redefined state of normalcy.
- 4034 • Mitigation opportunities that leverage innovative and green technologies that promote
4035 resiliency and sustainability are identified. This should be considered particularly in the
4036 advance planning phase as well as throughout the recovery period.
- 4037 • Funding mechanisms are continuously leveraged and attempt to resolve identified
4038 funding gaps to the extent possible.

- 4039 • Processes and policies support renewed economic activity, which encourages the
4040 recovery and return of survivors.
- 4041 • Metrics and timelines for overall restoration and recovery efforts are defined and revised
4042 as necessary.

4043 The goal of the infrastructure systems recovery process is to match the capacity of all
4044 infrastructure systems to a community’s current and projected demand on its built and virtual
4045 environment; the IS RSF’s intent is to pursue this course of action to the extent allowable by
4046 available resources and current program authorities. Accordingly, the end-state for IS RSF
4047 engagement occurs when infrastructure systems recovery goals are met or when IS RSF member
4048 agencies’ existing programs and authorities are exhausted and/or external funding is no longer
4049 available to continue operations.

4050 **2.2 SCOPE**

4051 The scope of this annex is to address IS RSF roles, responsibilities and actions directly related to
4052 recovery of Critical Infrastructure and Key Resources (CIKR) assets and systems pre- and post-
4053 disaster (Figure 1). The collaborative efforts of this RSF involve government partners at all
4054 levels, NGOs and private sector infrastructure owners/operators with expertise in physical and
4055 virtual infrastructure systems. Given that a high percentage of infrastructure assets are privately
4056 owned and operated, the effectiveness of IS RSF recovery activities is dependent upon close
4057 coordination with the private sector.

4058 The IS RSF will serve as a focal point for recovery coordination and planning for many of the 18
4059 CIKR Sectors systems and assets as identified in the National Infrastructure Protection Plan.
4060 However, it may serve in a supporting role, as appropriate, for those sectors that may be better
4061 served by programmatic coordination through one of the other five RSFs:

- 4062 • Community Planning and Capacity Building (CPCB RSF)
- 4063 • Economic (Economic RSF)
- 4064 • Health and Social Services (HSS RSF)
- 4065 • Housing (Housing RSF)
- 4066 • Natural and Cultural Resources (NCR RSF)

4067 **Figure 1: Emergency Management Cycle for CIKR**



4068 **Section 3: Coordination**

4069 **3.1 WITH THE WHOLE COMMUNITY**

4070 Maintaining proper communication practices and information sharing standards with the
4071 relevant state, tribal, territorial and local governments, as well as the private sector, is a crucial
4072 element of all IS RSF actions. In keeping with the principles of the NDRF, this RSF is designed
4073 to support the local communities in charge of the recovery process. As such, any information
4074 produced or gathered by this IS RSF shall be shared with state, tribal, territorial and local
4075 governments and the private sector to the greatest extent possible under the law¹. Once
4076 activated, the coordinating and primary agency Federal partners of the IS RSF shall designate a
4077 point of contact based either locally at a field office or remotely to handle any information
4078 requests that may arise during recovery².

4079 As required by the scope and magnitude of the disaster, activated members of the IS RSF will
4080 host regular in-person or remote meetings of identified stakeholders during the post-disaster
4081 recovery process. As required, these meetings will typically include representatives from
4082 Federal, state, tribal, territorial and local government departments and agencies, as well as
4083 critical infrastructure owners/operators and/or professional associations with an interest in the
4084 impacted area.

4085 These meetings will serve as a forum for discussing “next steps” in the course of action taken by
4086 the IS RSF, which is described below. Additionally, the meetings will allow concerns, questions
4087 and comments raised by infrastructure stakeholders to be discussed and resolved in a
4088 transparent fashion.

4089 **3.2 WITH RELEVANT ESFS AND OTHER FRAMEWORKS**

4090 The IS RSF is a complement to the response and short-term recovery efforts that take place
4091 under the National Response Framework (NRF). As the ESF Response missions come to an end,
4092 the IS RSF team will facilitate long-term recovery operations. The intent of the IS RSF is to

¹ Any classified information shall be shared only with individuals with proper clearance and 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 CFR Part 29, “Procedures for Handling Critical Infrastructure Information,” which implements the Critical Infrastructure Information Act of 2002.

² Activation of IS RSF agency members is contingent upon receipt of a FEMA mission assignment, as there is currently no funding in place for pre- or post-disaster recovery planning. Given the long-term nature of recovery, it is expected that an Interagency Agreement may be needed to define and fund the IS RSF after the initial mission assignments expire.

4093 ensure a seamless transition between Response and Recovery phases. Upon activation, IS RSF
4094 members should deploy early in the response phase to work with their ESF counterparts in
4095 order to shape long-term recovery actions. The IS RSF will focus on four key ESFs during
4096 response operations: ESF #1, Transportation (DOT); ESF #2, Communications (DHS –
4097 Information Analysis and Infrastructure Protection); ESF #3, Public Works and Engineering;
4098 ESF #12, Energy (DOE); and, as applicable, ESF #10, Oil and Hazardous Materials Response
4099 (EPA).

4100 **Section 4: Post-Disaster Infrastructure Systems** 4101 **Recovery Actions**

4102 As directed by the FDRC, the IS RSF will be activated and deployed to support communities as
4103 they plan for, manage and execute the infrastructure systems recovery process following a
4104 declared disaster. The course for effective recovery is set by decisions made and actions taken in
4105 the initial phases of disaster response. Some of the IS RSF agencies will be activated in the initial
4106 *response* phase in support of the National Response Framework (NRF) and in execution of
4107 Emergency Support Functions (ESFs) and NRF support annex missions. This pre-recovery NRF
4108 organization is crucial to ensuring a seamless transition to recovery.³

4109 The scale of Federal IS RSF resources, both technical and human, will depend on the
4110 characteristics and scope of the disaster. The IS RSF will coordinate available Federal resources
4111 to accomplish the explicit actions described below in all activations through whatever means are
4112 available given the context of the disaster.

4113 **4.1 SUPPORTING THE MISSION SCOPING AND ASSESSMENT** 4114 **REPORT**

4115 The IS RSF, in coordination with the FDRC and the five other RSFs, will work with impacted
4116 communities to develop a comprehensive recovery needs assessment report. The IS RSF will
4117 take full advantage of existing infrastructure data, pre-incident studies and post-incident
4118 response-phase damage assessments to develop the infrastructure systems recovery needs
4119 assessment. If additional data is needed to formulate an effective RSF Coordination Plan (see
4120 below), a task force will be formed with relevant subject matter experts to conduct further
4121 impact assessments. In all circumstances, the IS RSF, as well as the other RSFs, will strive to
4122 limit the burden on communities.

4123 The analysis of the recovery needs assessment should communicate the condition of the varied
4124 infrastructure systems in relatable terms. For example, a community may choose to use a 1 (low)
4125 to 10 (high) scale of “recovery need” when assessing its infrastructure assets. Therefore, if a
4126 particular bridge is at a level 8, it is commonly understood by recovery planners that the
4127 magnitude of recovery need is greater than a power plant with a level 6. Assessment scales will

³ 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.

4128 have varying levels of complexity depending on the needs of the community, but all scales
4129 should facilitate simple comparisons across infrastructure systems (such as transportation,
4130 power, water, communications, etc.). At a basic level, the assessment scale should account for
4131 the level of damage to the asset compared with its pre-disaster state. At a more complex level,
4132 the assessment scale should account for such factors as: the criticality of the asset to the
4133 community; what measure of time and resources would be required to recover the asset to a
4134 fully operational state; if temporary repairs can be made to the asset that raise its capacity to
4135 serviceable standard; if there are alternative/redundant assets that can be improved to
4136 compensate for the damage to the asset; etc. The Federal partners of the IS RSF will provide
4137 technical assistance to the communities in this infrastructure assessment and analysis process.

4138 **4.2 RECOVERY SUPPORT STRATEGY DEVELOPMENT**

4139 **DEVELOPMENT OF AN RSF COORDINATION PLAN**

4140 One of the core activities for the IS RSF is to help communities create an *RSF Coordination*
4141 *Plan*, which will be unique to each community or regional situation. The plan may be developed
4142 for a single community or multiple communities or regions with distinct community-specific
4143 sub-plans, as appropriate and required. These sub-plans may vary in levels of complexity but
4144 should be coordinated across jurisdictions to facilitate an efficient recovery of the whole regional
4145 infrastructure system.

4146 The specific breadth and complexity of content in each plan will be determined by the impacted
4147 communities. However, the Federal partners of the IS RSF will follow the general principles
4148 listed below to help guide the development of the RSF Coordination Plan.

4149 The plan should be:

- 4150 • A mechanism that allows private and public sector partners to jointly plan the long-term
4151 infrastructure system recovery in a holistic manner.
- 4152 • Flexible and adaptable as new information becomes available or circumstances change
4153 within or outside the scope of the RSF Coordination Plan.
- 4154 • A “living document” that is revised as needed during the recovery process.
- 4155 • A strategic guidance document that identifies:

- 4156 ○ The end-state level of capacity that the community realistically needs from its
4157 physical and virtual infrastructure systems.
- 4158 ○ Achievable intermediate objectives prior to reaching end-state (ways to “make
4159 do” while recovery progresses).
- 4160 ○ The major phases of the infrastructure systems recovery process, with varied
4161 levels of task specificity dependent upon the requirements of the communities
4162 involved.
- 4163 ○ Anticipated significant impediments, whether technical, resource or political in
4164 nature, that require resolution in each phase of the recovery process.
- 4165 ○ Processes for incorporating the concepts of resiliency and sustainability to help
4166 reduce the likelihood of future infrastructure damage/loss.
- 4167 ○ Types of disaster assistance and programs that may be leveraged to execute
4168 infrastructure systems recovery.
- 4169 ○ Points of contact in various levels of government for further communication
4170 needs.

4171 The plan should not be:

- 4172 ● A detailed infrastructure systems engineering or design plan.
- 4173 ● A discussion of the complex industrial steps required to recover, repair or rebuild each
4174 damaged infrastructure asset.
- 4175 ● A legal contract that requires actions by any governmental or private entity mentioned.

4176 In some circumstances, a particular infrastructure asset can have greater value to the region or
4177 nation than it has to the community in which it is located⁴. Therefore, IS RSF partners will work
4178 together to balance national, regional and local priorities for infrastructure recovery. As the IS
4179 RSF matures, tools designed to assist decision-makers may become available that help identify
4180 and adjudicate these national, state, tribal, territorial, regional and local infrastructure system
4181 recovery priorities. Determining these priorities/objectives and the proper sequence for
4182 executing them is a critical factor to the success of the RSF Coordination Plan.

⁴ 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, state or national region. 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.

4183 **4.3 DELIVERING CORE RECOVERY CAPABILITIES**

4184 **COORDINATING AND LEVERAGING RECOVERY ASSISTANCE**
4185 **RESOURCES**

4186 Perhaps the most challenging aspect of the infrastructure systems recovery process is that
4187 communities may need help securing funding, technical expertise and/or the legal authority to
4188 execute multiple complex infrastructure projects that need to be initiated in a short period of
4189 time. Due to a loss of revenue base and human capital that often accompany disaster-related
4190 evacuations, public and private sector owner/operators may not have the resources to recover
4191 infrastructure systems efficiently.

4192 Steps the IS RSF may take to resolve resource shortfalls include, but are not limited to:

- 4193 • Technical assistance for the physical assessment, planning, construction and ultimate
4194 recovery of community infrastructure assets;
- 4195 • Grants or loans to help both public and private entities finance the capital costs of
4196 recovering an infrastructure asset, and/or to finance the operational costs of the
4197 infrastructure;
- 4198 • Disaster assistance programs that may reduce risk through mitigation and disaster-
4199 resilient construction;
- 4200 • Maximization of Federal, state, tribal, territorial and local governments' legal authorities
4201 and regulations to support the community recovery process.⁵

4202 The IS RSF Federal partners activated during a disaster will be educated by, or will have access
4203 to, experts familiar with commonly used forms of governmental disaster assistance, such as the
4204 Federal Emergency Management Agency's Public Assistance Grant Program. The IS RSF
4205 partners, in conjunction with other RSFs, will work to coordinate and leverage other potential
4206 sources of assistance, such as nongovernmental organization and private sector funding⁶.

⁵ 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 for Civilian Authorities, to help execute and prioritize critical infrastructure recovery.

⁶ Nothing in this IS RSF annex is intended to modify, replace or supersede the existing legal authorities, regulations or program rules of a Federal, tribal, state or local 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.

4207 As part of the RSF Coordination Plan development, the IS RSF will encourage and assist the
 4208 impacted communities to chart out how they plan to implement and finance specific steps in the
 4209 infrastructure recovery process⁷ (Figure 2). Though this level of task-orientated specificity may
 4210 not be needed in all circumstances, a general plan for financing and executing the RSF
 4211 Coordination Plan is essential to a successful recovery process. It also highlights the importance
 4212 of leveraging all available Federal, state, tribal, territorial and local resources to support the
 4213 Recovery Support Strategy and, in particular, the IS RSF Recovery Coordination Plan.

4214 **Figure 2: Excerpt from the Financing Matrix in Grand Forks’ Recovery Plan**

| | City General Fund | City Utility Fund | CDBG | FEMA 406 | FEMA 404 | Other | TBD or N/A |
|--|-------------------|-------------------|------|----------|----------|-------------|------------|
| Recovery Operations—Infrastructure Rehabilitation | | | | | | | |
| 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 finances 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. (10/30) | | 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 plan 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.

⁷ 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).

4215 **Section 5: Transition to Steady-State**

4216 Transition to the steady-state begins with completion of the Recovery Support Strategy and
4217 initial implementation of the RSF Coordination Plan. The IS RSF will monitor the delivery of
4218 Federal program assistance to maximize support to the community and minimize the potential
4219 for waste, conflicts and confusion. It will also work with the state to assist the community in
4220 measuring the progress of long-term recovery against established goals and milestones, to
4221 identify additional support required and make necessary course adjustments.

4222 In order to support the community in monitoring and implementing the RSF Coordination Plan,
4223 the IS RSF will perform the following activities:

- 4224 • Help modify the resource chart of the plan (example shown in Figure 2), as mid-course
4225 corrections and challenges arise.
- 4226 • Assist the community in reprioritizing the stages of the infrastructure systems recovery
4227 process as new community demands arise.
- 4228 • Facilitate scheduled conference calls and site visits, as needed, with infrastructure
4229 stakeholders to address the progress of recovery.

4230 As seen above, the IS RSF will continue to coordinate and monitor the implementation of the
4231 RSF Coordination Plan throughout the recovery process. However, as the recovery effort
4232 stabilizes, IS RSF personnel can be expected to return to their normal offices to continue RSF
4233 operations. Regardless of their location, ongoing communication among Federal, state, tribal,
4234 territorial and local governments and private sector agencies will remain a priority of the IS
4235 RSF.

4236 **Section 6: Resources and Capabilities**

4237 As previously noted, the NDRF seeks to use the whole community approach to formulate and
 4238 enact a long-term recovery plan. Accordingly, this approach relies on utilizing the strengths and
 4239 capabilities of Federal, state, tribal, territorial and local governments and the private sector. The
 4240 following section, while not exhaustive, outlines the role and responsibilities of each entity
 4241 working in conjunction with the IS RSF to establish an infrastructure recovery coordination plan
 4242 that addresses the challenges and concerns unique to each community.

4243 **6.1 FEDERAL GOVERNMENT**

4244 **Table 2: Coordinating Agency Functions**

| 4245 | Coordinating Agency (Lead for IS RSF) | Functions |
|------|--|--|
| 4246 | U.S. Army Corps of Engineers (DOD) | <ul style="list-style-type: none"> • Maintains communication within the IS RSF and with other RSFs and develops an action plan to avoid duplication of efforts. • Facilitates the prioritization of infrastructure systems recovery efforts considering their regional and national level impacts. • Monitors supported and implemented recovery programs. • Represents IS RSF at the national level and at JFO. • Activates and deploys recovery personnel. • Provides technical expertise of the public works and waterways infrastructure systems. • 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. |

4247 **Table 3: Primary Agency Functions**

| 4248 | Primary Agency | Functions |
|------|--------------------------------------|---|
| 4249 | Department of Homeland Security/FEMA | <ul style="list-style-type: none"> • Provides technical and financial assistance regarding program eligibility, application processes and project requirements (Public Assistance Grant Program) and funds Federal missions. |
| 4250 | Department of Homeland Security/NPPD | <ul style="list-style-type: none"> • Provides information and technical expertise, in protective measures, for critical infrastructure. |
| 4251 | Department of Energy | <ul style="list-style-type: none"> • Provides technical expertise regarding utilities, infrastructure and energy systems. • Serves as the Energy Sector Specific Agency and coordinates between and among Federal, regional, state, tribal and territorial governments and industry or private sector stakeholders. • Coordinates with the Pipeline and Hazardous Materials Safety Administration to ensure safety and reliability of natural gas pipelines. |
| 4252 | Department of Transportation | <ul style="list-style-type: none"> • Provides technical assistance in long-range planning and engineering of transportation infrastructure systems. • Administers transportation assistance programs/funds that can be used for repair or recovery of transportation systems. |

4253 **Table 4: Supporting Organization Functions**

| 4254 | Supporting Organization | Functions |
|------|---------------------------------|---|
| 4255 | Department of Homeland Security | <ul style="list-style-type: none"> • Provides technical expertise in cyber security and incident recovery. • Provides assistance from the National Infrastructure Coordinating Center, the Infrastructure Protection Resources, National Asset Database and the National Infrastructure Simulation and Analysis Center. • Provides technical expertise through coordination with Protective Security Advisors. |

| | | |
|------|---|--|
| 4256 | Department of Commerce | <ul style="list-style-type: none"> • Supports recovery efforts through building science expertise (National Institute of Standards and Technology). • Supplies foundational geospatial infrastructure data and technology (National Oceanic and Atmospheric Administration). • Acquires and rapidly disseminates a variety of geospatially-referenced remote-sensing data and imagery to support disaster response and recovery (NOAA's National Geodetic Survey and Office of Marine and Aviation Operations). |
| 4257 | Department of Defense (Other Services) | <ul style="list-style-type: none"> • Provides expertise in construction management, contracting, real estate services, implementation and management of Federal infrastructure recovery programs. |
| 4258 | Department of Interior | <ul style="list-style-type: none"> • Provides technical assistance and contract management expertise for natural, cultural and historic properties. • Provides engineering support to assist in construction of dams, levees, water delivery facilities and structures. • Provides technical assistance on hazards, risk assessment and geospatial support for geologic hazards (U.S. Geological Survey). |
| 4259 | Department of Education | <ul style="list-style-type: none"> • Provides guidance on the recovery of public and private education facilities. |
| 4260 | Environmental Protection Agency | <ul style="list-style-type: none"> • Provides technical advice and assistance on water and wastewater infrastructure projects. • Provides technical assistance for using environmentally sound and sustainable approaches in building infrastructure systems. |
| 4261 | Federal Communications Commission | <ul style="list-style-type: none"> • Provides communications infrastructure data. • Provides trained staff to support communications infrastructure recovery. |
| 4262 | General Services Administration | <ul style="list-style-type: none"> • Assists in identifying resources needed for contracting or other services to rebuild infrastructure systems. |

| | | |
|------|---|--|
| 4262 | Department of Health and Human Services | <ul style="list-style-type: none"> • Provides human health-related technical advice as related to the recovery of public and private healthcare service delivery infrastructure. • Supplies engineering and health personnel to assist in assessing the human and environmental health impacts of infrastructure recovery projects. • Provides technical assistance to FDA-regulated biologics, device, drug, animal feed and human food establishments to protect public health. |
| 4263 | Department of Housing and Urban Development | <ul style="list-style-type: none"> • Provides building technology technical assistance. • Provides assistance for housing, infrastructure, mortgage financing, public housing repair and reconstruction. |
| 4264 | Nuclear Regulatory Commission | <ul style="list-style-type: none"> • Assists in providing data, expertise and technical assistance in nuclear power infrastructure recovery. |
| 4265 | Department of Treasury | <ul style="list-style-type: none"> • Provides technical advice on public and private partnerships in constructing infrastructure systems, payment systems and financial flows. |
| 4266 | Tennessee Valley Authority | <ul style="list-style-type: none"> • Provides personnel and technical expertise to assist in the recovery of utilities infrastructure. • Supplies critical replacement parts and equipment as requested. |
| 4267 | Department of Agriculture | <ul style="list-style-type: none"> • Provides technical support through the Rural Development Utilities Program. • Provides technical assistance for meat, poultry and egg product facilities to protect public health. |

4268 **6.2 TRIBAL GOVERNMENT**

- 4269
- Involves the private sector and NGOs in planning for long-term recovery.
- 4270
- Establishes strong working relationships with local jurisdictional leaders, state officials
- 4271
- and organizations, voluntary agencies and community partners.
- 4272
- Leads and encourages local leaders to focus on developing long-term recovery strategies
- 4273
- by participating in multiagency planning exercises.
- 4274
- Supports participation by Federal and state agencies in local long-term recovery efforts
- 4275
- within the jurisdiction and, as appropriate, with the private sector.

- 4276 • Understands and implements laws and regulations that support long-term recovery
4277 operations.
- 4278 • Ensures that local long-term recovery plans consider:
 - 4279 ○ The long-term needs of jurisdictions, including persons, property and structures.
 - 4280 ○ Restoration of public works and life support CIKR in support of long-term
4281 recovery planning.
 - 4282 ○ Hazard mitigation.
- 4283 • Manages responsibilities for infrastructure assets owned by the jurisdiction, as described
4284 below for private owner/operators.

4285 **6.3 STATE GOVERNMENT**

- 4286 • Involves the private sector and NGOs in planning for long-term recovery.
- 4287 • Establishes strong working relationships with local jurisdictional leaders, state officials
4288 and organizations, voluntary agencies and community partners.
- 4289 • Leads and encourages local leaders to focus on developing long-term recovery strategies
4290 by participating in multiagency planning exercises.
- 4291 • Supports participation by Federal and state agencies in local long-term recovery efforts
4292 within the jurisdiction and, as appropriate, with the private sector.
- 4293 • Understands and implements laws and regulations that support long-term recovery
4294 operations.
- 4295 • Ensures that local long-term recovery plans consider:
 - 4296 ○ The long-term needs of jurisdictions, including persons, property and structures.
 - 4297 ○ Restoration of public works and life support CIKR in support of the long-term
4298 recovery planning.
 - 4299 ○ Hazard mitigation.
- 4300 • Manages responsibilities for infrastructure assets owned by the jurisdiction, as described
4301 below for private owner/operators.

4302 **6.4 LOCAL GOVERNMENT**

- 4303 • Coordinates the long-term planning process and works cooperatively with local agencies
4304 and private sector organizations.
- 4305 • Coordinates mutual aid and assistance agreements for long-term recovery.
- 4306 • Coordinates long-term damage assessments and needs.
- 4307 • Advises and informs local officials about coordinating resources and financial assistance
4308 activities during IS RSF functions.
- 4309 • Develops and executes public awareness and education programs.
- 4310 • Secures financial resources commensurate with developing plans and system(s) design.
- 4311 • Manages responsibilities for infrastructure assets owned by the jurisdiction, as described
4312 below for private owner/operators.
- 4313 • Develops and executes mitigation priorities, plans and projects.

4314 **6.5 PRIVATE AND NONGOVERNMENTAL ORGANIZATIONS**

4315 **PRIVATE SECTOR OWNERS AND OPERATORS**

- 4316 • Conduct damage assessments on privately owned services, systems or infrastructure
4317 assets and analyzes the impact this damage has on the overall infrastructure network.
- 4318 • Provide subject matter expertise to inform government decision-makers during the
4319 recovery phase. These may include efforts to:
 - 4320 ○ Prioritize restoration and recovery.
 - 4321 ○ Determine cost-effective means to decrease future vulnerabilities.
 - 4322 ○ Recommend recovery plans.
 - 4323 ○ Improve resiliency by establishing robust and redundant operational systems or
4324 capabilities.
 - 4325 ○ Understand and advise upon sector interdependencies.
 - 4326 ○ Identify potential improvements in regulations.

- 4327 ○ Increase government officials' understanding of the importance of the CIKR and
4328 network interdependencies.
- 4329 ○ Develop ways to provide support research and development initiatives to enhance
4330 future CIKR protection and resiliency efforts.
- 4331 • Implement improved materials and construction methods that may be strongly
4332 encouraged or required by regulators to prevent similar damage from occurring again.
- 4333 • Maintain continuity of business plans.
- 4334 • Maintain communication and coordination with external entities, such as impacted
4335 communities and governmental organizations.
- 4336 • Provide personal protective equipment to employees to ensure their safety, especially if
4337 the disaster involves radiation, biological hazards or toxic chemicals; otherwise prepare
4338 to assume these costs as necessary.

4339 **OTHER PRIVATE SECTOR AND NONGOVERNMENTAL PARTNER**
4340 **ORGANIZATIONS**

- 4341 • Provide subject matter expertise to inform recovery decision-makers.
- 4342 • Provide resources, as appropriate, to assist in project implementation, program
4343 monitoring and improvements.

4344

Natural and Cultural Resources Recovery Support Function

4345

4346

*ANNEX TO THE NATIONAL DISASTER RECOVERY
FRAMEWORK*

4347

4348

DRAFT

4349

March 2, 2012

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4371 **Section 1: Mission, Purpose and Scope**

4372 **1.1 MISSION**

4373 The mission of the Natural and Cultural Resources (NCR) Recovery Support Function (RSF), as
4374 stated in the National Disaster Recovery Framework (NDRF), is to:

4375 “Integrate federal assets and capabilities to help state and tribal governments and communities
4376 address long-term environmental and cultural resource recovery needs after large-scale and
4377 catastrophic incidents.”

4378 **1.2 PURPOSE**

4379 This annex provides NCR RSF post-disaster guidance for coordinating with and connecting
4380 disaster-impacted state, tribal, territorial and local communities to available resources or
4381 programs which assist the long-term recovery of damaged or destroyed natural and cultural
4382 resources¹. The organizations active in the NCR RSF may partner with state, tribal, territorial
4383 and local government, nongovernmental organizations (NGOs), nonprofits, the private sector
4384 and individuals in disaster-stricken communities to leverage capacity, potential funding and
4385 other resources to help disaster-impacted communities address affected natural and cultural
4386 resources with long-term solutions.

4387 Focusing on long-term NCR recovery activities, the NCR RSF Annex supports the NDRF and
4388 complements the response and short-term recovery efforts that take place under the National
4389 Response Framework (NRF). It recognizes that existing entities, such as Emergency Support
4390 Function (ESF) #11, provide authorities, expertise and resources for coordinating and
4391 facilitating Natural and Cultural Resources and Historic Properties (NCH) assistance. The NCR
4392 RSF recognizes that some existing federal programs (e.g., the National Park Service Historic
4393 Preservation Planning Program) may be available to assist local recovery efforts and that some
4394 federal agency offices, either located within or with jurisdiction over the disaster-impacted area,
4395 may have a role to play in assisting local recovery efforts.

4396 **1.3 SCOPE**

4397 As stated in the NDRF, the NCR RSF may facilitate the extension of expertise from federal
4398 departments and agencies, so that:

¹ “Cultural Resources” includes historic properties as well as historic/cultural resources such as documents, art, audiovisual materials, etc.

- 4399 • Considerations related to the management and protection of NCH, community
4400 sustainability and compliance with environmental planning and historic preservation
4401 requirements can be incorporated into long-term recovery efforts.
- 4402 • State and tribal governments and local communities are ready to address post-disaster
4403 long-term natural and cultural resource recovery needs.
- 4404 • Programs that support disaster recovery, technical assistance and data sharing can be
4405 coordinated.
- 4406 • Post-disaster natural and cultural resource assessments and studies can be identified
4407 and conducted.

4408 **Section 2: Coordination**

4409 **2.1 MEMBERS OF THE NCR RSF**

4410 The following table lists the NCR RSF coordinating agency, primary agencies and supporting
 4411 organizations. Further explanation of their respective roles as coordinators within the RSF is
 4412 provided later in this section.

4413 **Table 1: Members of the NCR RSF**

| | |
|---------------------------------------|---|
| COORDINATING AGENCY | Department of the Interior (DOI) |
| PRIMARY AGENCIES | Department of the Interior (DOI) |
| | Environmental Protection Agency (EPA) |
| | Federal Emergency Management Agency (FEMA) |
| SUPPORTING ORGANIZATIONS | Advisory Council on Historic Preservation (ACHP) |
| | Corporation for National and Community Service (CNCS) |
| | Council on Environmental Quality (CEQ) |
| | Department of Commerce (DOC) |
| | Heritage Emergency National Task Force |
| | Institute of Museum and Library Services (IMLS) |
| | Library of Congress (LOC) |
| | National Archives and Records Administration (NARA) |
| | National Endowment for the Arts (NEA) |
| | National Endowment for the Humanities (NEH) |
| | U.S. Army Corps of Engineers (USACE) |
| U.S. Department of Agriculture (USDA) | |

4414 **2.2 COORDINATION WITH KEY PARTNERS**

4415 The Department of the Interior (DOI) is the Coordinating Agency (CA) for the NCR RSF. When
 4416 the CA accepts a reimbursable Mission Assignment from FEMA, it facilitates (with oversight
 4417 from the Federal Disaster Recovery Coordinator (FDRC) effective communication and
 4418 coordination among NCR RSF primary agencies, supporting organizations, other partners and

4419 stakeholders that include, but are not limited to, the corresponding state, tribe, territory, local
4420 government, NGO, nonprofit and private sector that comprise the disaster-affected community.
4421 This will minimize the potential for duplicative efforts, confusion and unnecessary burdens on
4422 the state, tribe, territory and local community. The CA will encourage the state, tribal, territorial
4423 and local leadership of disaster-impacted communities to take ownership of the recovery
4424 planning process and to exercise local primacy and initiative.

4425 It is the role of the primary agencies to play leadership roles in identifying, assessing and
4426 planning for the recovery of natural and cultural resources in disaster-impacted communities.
4427 This is especially true for the primary agencies (or supporting organizations) that happen to be
4428 deployed to a community immediately after a disaster, as they will be able to provide initial,
4429 firsthand information about disaster impacts and potential long-term community recovery
4430 needs.

4431 **2.3 ESTABLISHING AND COORDINATING WITH THE NCR TASK** 4432 **FORCE**

4433 The agencies and organizations that are active partners of the NCR RSF can help foster
4434 communication and coordination throughout the recovery process, and encourage recovery
4435 stakeholders – including the state, tribal, territorial, local organizations and experts – to form a
4436 natural and cultural resources task force. As prescribed by the NDRF, the NCR RSF Annex
4437 stresses the importance of local primacy in the recovery process. The RSF partners can aid
4438 coordination and facilitation but do not occupy a primary role on the task force. State, tribal,
4439 territorial and/or local representatives take leading roles in this community-driven process,
4440 which will help secure buy-in and support from impacted community members.

4441 Members of this task force will vary depending on the type and severity of the disaster and the
4442 capacity of the state, tribal, territorial and/or local government to address recovery.

4443 Participation by the federal partners of the RSF in these task forces will also vary depending on
4444 both the scope and the severity of the disaster, and the ability of the federal partners to deploy
4445 staff through reimbursable Mission Assignments or other similar funding mechanisms. To
4446 identify potential stakeholders for participation on the task force, examining pre-disaster
4447 documents, agreements or memorandums of understanding may prove helpful. For example, if
4448 a Programmatic Agreement was previously prepared with the tribal or state Historic
4449 Preservation Office (THPO/SHPO), it can be used to help identify resources that would be of
4450 primary concern if impacted by a disaster and may help focus NCR recovery efforts. Some of the

4451 potential candidates for key partners or stakeholders at the state, tribal and local levels are
4452 identified below. This list is not exhaustive.

4453 **NATURAL RESOURCES**

4454 • Tribal Resources

4455 ○ Tribal contacts, agencies or councils, such as a tribal environmental protection
4456 organization, natural resources organization or planning department

4457 ○ Northwest and National Tribal Emergency Management Councils

4458 ○ Regional tribal confederations or councils, such as a council of chiefs

4459 ○ Regional organizations such as Northwest Indian Fisheries Commission

4460 ○ U.S. Bureau of Indian Affairs (which falls under the purview of DOI)

4461 • State Resources

4462 ○ State departments of natural resources

4463 ○ State environmental management agencies

4464 ○ State fish and wildlife agencies, to address concerns about impacted fish and
4465 game species and their habitats

4466 ○ Regulatory authority for work in, or adjacent to, streams and wetlands (which
4467 varies by state)

4468 ○ Natural Heritage Plant Database, which identifies rare plant data and is
4469 administered by state agencies

4470 • Local Resources

4471 ○ Local governments (including Certified Local Governments)

4472 ○ Local planning departments

4473 ○ Local media (to help disseminate information to the community)

4474 ■ Traditional media

4475 ■ Internet-based social media (e.g., Facebook, Twitter, etc.)

4476 ○ Nongovernment Organization data sources – Audubon, Trout Unlimited, others

4477 Natural resource concerns and regulatory structures vary by region and state and can have
4478 profound implications on coordination efforts. Identifying useful sources of information will be
4479 an important first step in the coordination process.

4480 • Sources of Federal Data

- 4481 ○ U.S. Fish and Wildlife Service (USFWS) – data on occurrence of federally listed
4482 plants and wildlife
- 4483 ○ USFWS National Wetland Inventory (NWI) – locations of wetlands
4484 <http://www.fws.gov/wetlands/Data/Mapper.html>
- 4485 ○ NOAA National Marine Fisheries Service (NMFS) – data on occurrence of
4486 anadromous fish
- 4487 ○ NOAA National Ocean Service (NOS) – expertise and assistance on coral reefs
4488 and coral reef ecosystems
- 4489 ○ NOAA National Environmental Satellite, Data and Information Service (NESDIS)
4490 – aerial mapping and satellite remote sensing for damage assessment
- 4491 ○ FEMA National Environmental Policy Act Desk Reference – guidance for
4492 preparing NEPA documents
4493 <http://www.fema.gov/library/viewRecord.do?id=3249>
- 4494 ○ FEMA Regional Greenbooks – Some regions have developed environmental
4495 regulatory guidelines for disasters that cover the range of environmental
4496 considerations, including biological, physical and cultural resources. These
4497 include compiled local information. For example:
4498 [http://www.fema.gov/library/viewRecord.do;jsessionid=A88AE87F7C8B928A8
4499 91FA896B7B3F21E.Worker2Library?action=back&id=2313](http://www.fema.gov/library/viewRecord.do;jsessionid=A88AE87F7C8B928A891FA896B7B3F21E.Worker2Library?action=back&id=2313)
- 4500 ○ FEMA Environmental Application System (ENVAS) mapping – Where available,
4501 provides a map and summary of environmental constraints in project area. This
4502 database has been developed from available state (fish and wildlife) data, USFWS
4503 National Wetland Inventory, FEMA NFIP data and community data.

4504 **CULTURAL RESOURCES**

- 4505 • Tribal Resources
 - 4506 ○ Tribal archives
 - 4507 ○ Tribal cultural centers
 - 4508 ○ Tribal councils (e.g., a council of tribal elders)
 - 4509 ○ Tribal Historic Preservation Office (THPO)
 - 4510 ○ Tribal libraries
 - 4511 ○ Tribal museums
- 4512 • State/statewide Resources
 - 4513 ○ Governor's office
 - 4514 ○ State archives
 - 4515 ○ State capital asset management entities
 - 4516 ○ State cultural institutions²
 - 4517 ○ State information technology agency
 - 4518 ○ State Historic Preservation Office (SHPO)
 - 4519 ○ State historic site management agencies
 - 4520 ○ State historical society
 - 4521 ○ State library agency
 - 4522 ○ State museum agency
 - 4523 ○ State parks
 - 4524 ○ University departments
- 4525 • Local and Regional Resources
 - 4526 ○ Local or county governments (e.g., Certified Local Government, registries of
 - 4527 deeds/probate land records)
 - 4528 ○ Mayor's office

² Sometimes, cultural institutions are nonprofits that have no direct affiliation with state or local government, even though they may present materials, artifacts, etc. relevant to the state or locality where they are present.

- 4529 ○ Archaeological repositories or sites
- 4530 ○ Archival associations
- 4531 ○ Chambers of commerce
- 4532 ○ City or town clerk offices
- 4533 ○ Conservators or preservation/conservation organizations
- 4534 ○ Local or regional industries (especially in a “company town”)
- 4535 ○ Local or regional libraries or library associations
- 4536 ○ Local or regional media (to help disseminate information to the community)
- 4537 ▪ Traditional media
- 4538 ▪ Internet-based social media (e.g., Facebook, Twitter, etc.)
- 4539 ○ Local or regional museums, museum associations or cultural institutions²
- 4540 ○ Local or regional planning departments
- 4541 ○ Local or regional preservation experts/organizations
- 4542 ○ Performing arts organizations
- 4543 ○ Preserve America communities
- 4544 ○ Records management associations

4545 While the state, tribal, territorial and local agencies and stakeholders would organize and
 4546 comprise the task forces, the partners active in the NCR RSF would coordinate and
 4547 communicate with these task forces to help ensure that natural and cultural resources that are
 4548 important to the community, as well as those considered nationally significant, are addressed in
 4549 disaster recovery plans. Some other entities that are not active partners of the NCR RSF, but
 4550 may work in coordination with the NCR RSF members, could include:

- 4551 • Preservation nonprofits (e.g., National Trust for Historic Preservation, including the
 4552 Main Street Program)
- 4553 • Preservation professionals from organizations such as American Institute of Architects,
 4554 American Association for State and Local History, Association for Preservation
 4555 Technology , American Planning Association, etc.
- 4556 • U.S. Green Building Council

4557 **2.4 COORDINATION WITH RELEVANT ESFs AND OTHER**
4558 **FRAMEWORKS**

4559 The NCR RSF is a complement to the response and short-term recovery efforts that take place
4560 under the NRF. As the ESF response missions are achieved, the NCR RSF will take over long-
4561 term recovery operations, if needed, for the disaster-impacted communities. ESF #11,
4562 Agriculture and Natural Resources, is a key ESF with which the NCR RSF will work closely. ESF
4563 #11 has several response and short-term recovery responsibilities, including those related to the
4564 protection of natural and cultural resources and historical properties.

4565 Transition from ESF#11 response activities to NCR RSF recovery activities should be eased by
4566 the fact that some of the same agencies are involved in both activities. This will help convey
4567 institutional knowledge gained in the response phase to those involved in the recovery phase of
4568 a disaster. In order to achieve a smooth transition between response and recovery phases, NCR
4569 RSF members should be involved in the disaster response phase to understand the disaster
4570 impacts on a community and its recovery needs.

4571 **2.5 COORDINATION WITH OTHER RSFs AND WITHIN THE JFO**

4572 The organizational structure for coordinating and managing the RSFs at a Joint Field Office
4573 (JFO) are described in more detail in the NDRF Interagency Operational Plan (IOP)³. RSF
4574 agency staffers deployed to work at the JFO are led by the FDRC directly, or with the help of a
4575 Coordination Branch Director, if needed. For guidance on how this structure can be scaled up or
4576 expanded to facilitate federal coordination and the delivery of recovery assistance, refer to the
4577 Interagency Operational Plan.

4578 Regardless of the JFO structure or scope of the disaster, if the NCR RSF is activated by FEMA,
4579 its activities will also need to be coordinated with the other activated RSF activities. These could
4580 include activities undertaken by all or some of the following RSFs: Community Planning and
4581 Capacity Building (CPCB), Health and Social Services (HSS), Economic, Infrastructure Systems
4582 and Housing. The FDRC's role as a coordinator of the activated RSFs is critical because it may
4583 enable the NCR RSF partners to leverage resources or capabilities to meet recovery needs in a
4584 holistic manner. For example, if a historic residential neighborhood remains destroyed after the
4585 disaster response phase concludes, the FDRC may coordinate NCR RSF activities with the
4586 Housing RSF activities to address basic housing needs as well as the loss or damage of historic
4587 resources in the neighborhood. There may be disaster-impacted natural resources that also

³ The NDRF Interagency Operational Plan is still in draft form as of March 2, 2012.

4588 serve as community infrastructure. In this case, the FDRC would need to coordinate NCR RSF
 4589 activities with the Infrastructure RSF activities to ensure the resources they both bring to the
 4590 table are leveraged. Table 2 provides example scenarios where the NCR RSF partners would be
 4591 coordinated by the FDRC to work with other RSFs.

4592 **Table 1: Relationships between the NCR and other RSFs**

| RSF | POTENTIAL CONNECTION TO THE NCR RSF |
|---------------------|--|
| 4593 CPCB | To address natural or cultural resource impacts in a community through strategic planning, leveraging CPCB RSF resources, as well as tribal, state or local capacity. |
| 4594 HSS | To address impacted health and social service programs that rely on natural and cultural resources impacted by the disaster. |
| 4595 Economic | To address the rehabilitation of commercial and cultural properties and institutions within historic districts, and to integrate NCR activities into economic growth through eco-tourism or other initiatives. |
| 4596 Infrastructure | To address the rehabilitation of natural resources that may also act as part of a community’s infrastructure (floodplains, natural dikes, roads acting as dams, water sources, etc.). In addition to natural resources, man-made resources such as waste water treatment plants may also be addressed. |
| 4597 Housing | To address the rehabilitation of residential buildings within historic districts and to integrate historic components into the rebuilding of historic homes. |

4598 In addition to the FDRC and, at times, other RSFs partners, FEMA’s Long-Term Community
 4599 Recovery (LTCR) team is deployed to disaster-impacted communities when needed. LTCR team
 4600 members come from many different backgrounds, while some are hired locally. They directly
 4601 engage disaster-impacted state, tribal, territorial and local officials and community stakeholders
 4602 in long-term recovery efforts. The LTCR team frequently facilitates community meetings where
 4603 disaster impacts and potential solutions are discussed. In addition to the FDRC and other RSF
 4604 partners, LTCR staff may also assist the NCR RSF partners.

4605 **2.6 COORDINATION WITH THE WHOLE COMMUNITY**

4606 ESF and RSF partners, through coordination with other agencies, organizations and levels of
 4607 government, can facilitate assistance to help achieve a successful recovery. In addition to these
 4608 organizations, other partners must also be engaged to support a whole community effort to
 4609 recovery. These include NGOs, the nonprofit sector, the private sector and individuals. Such an
 4610 array of stakeholders can potentially provide technical expertise, donated supplies and/or labor

4611 and, in some cases, funding support for recovery projects. The combined efforts of all levels of
4612 government, organizations and groups, and individuals can help foster whole community
4613 contributions to recovery and help ensure a combination of perspectives and resources are
4614 drawn upon to make recovery holistic.

4615 **Section 3: Pre- and Post-Disaster Critical Tasks**

4616 Depending on the characteristics and scope of the disaster, the NCR RSF will coordinate
4617 available federal and supporting nongovernmental resources to assist disaster-impacted
4618 communities and perform the following critical tasks.

4619 **3.1 SUPPORTING THE MISSION SCOPING AND ASSESSMENT** 4620 **REPORT**

4621 Once the community organizes its NCR task force, the NCR RSF partners are recruited to
4622 communicate with the task force, to help clearly articulate recovery needs and to identify the
4623 capacity required to meet those needs. In order to accomplish this scoping and assessment
4624 process in a timely manner, it will be important to incorporate existing data. For instance,
4625 information may be already gathered by FEMA Public Assistance staff, or there may be pre-
4626 existing information available from state or federal agencies (e.g., SHPO/THPO, Fish and
4627 Wildlife). The NCR RSF partners help to coordinate the sharing of data. The NCR RSF partners
4628 encourage communication among the task force members and the agencies involved by
4629 identifying new and/or existing NCR RSF-specific paths of communication, while addressing
4630 communication gaps and instances where certain efforts are being duplicated.

4631 **3.2 RECOVERY SUPPORT STRATEGY DEVELOPMENT**

4632 The NCR RSF partners are requested to help the community reach a common understanding of
4633 its recovery needs so that an appropriate Recovery Support Strategy (RSS) can be developed in a
4634 timely manner. This will require identification of, and coordination with, all entities involved in
4635 the recovery effort, including other mobilized RSF partners, and should lead to the identification
4636 of NCR-specific resource gaps. The RSS will be developed with input from state, tribal,
4637 territorial and local stakeholders, task force members and RSFs.

4638 **FACILITATE INFORMATION SHARING**

4639 The NCR RSF partners may be requested to help coordinate all aspects of NCR recovery and
4640 assistance through all post-disaster phases and to help identify where resources might be
4641 leveraged to support the recovery in ways that avoid waste and improve effectiveness. They may
4642 be requested to assist state, tribal, territorial and local partners, as well as private nonprofits, to
4643 identify NCR-specific information gaps.

4644 **ENCOURAGE STAKEHOLDERS TO IDENTIFY ISSUES**

4645 The NCR RSF partners may be requested to work closely with the community task force to
4646 develop a plan for coordinating and using resources. Part of the assistance strategy will include
4647 determining which types of assistance the community needs (i.e., compliance, technical
4648 assistance, data sharing and/or other programs) and whether the assistance will be targeted
4649 (focused on one or a few disaster impacts) or whether multiple types of assistance will be needed
4650 to address multiple issues. This will help the community assess which agencies and stakeholders
4651 need to be engaged. Based on assessments of disaster-impacted community capacity, it is
4652 expected that one of the following scenarios will be identified in the RSS:

- 4653 • The level of the disaster impact is well within the community’s capacity to manage its
4654 own recovery, and the FDRC will only need to be informed when/if the situation changes
4655 or new information is discovered by already-deployed field personnel.
- 4656 • The level of the disaster impact encumbers the community’s capacity, and the FDRC will
4657 engage NGOs, the private sector and other state, tribal, territorial or local partners to
4658 improve capacity (possibly through formation of a task force).
- 4659 • The level of the disaster impact will exceed the community’s capacity, and the FDRC will
4660 need to engage the federal partners and coordinate efforts to provide targeted assistance
4661 to the community.
- 4662 • The level of the disaster impact will overwhelm the community’s capacity, and the FDRC
4663 will need to seek and engage outside parties and coordinate recovery efforts to assist the
4664 community.

4665 **DELIVER CORE RECOVERY CAPABILITIES**

4666 The objective of the NCR RSF is to provide guidance that will enable the following:

- 4667 • Activation and deployment of agencies and support organizations;
- 4668 • Coordination of cross-jurisdictional issues;
- 4669 • Synchronization of activities undertaken through other RSFs;
- 4670 • Identification of opportunities to achieve resource protection through hazard mitigation
4671 strategies;

- 4672 • Leveraging of federal resources and programs to help states, tribes, territories and local
4673 communities mitigate disaster impacts;
- 4674 • Addressing of policy issues;
- 4675 • Encouraging of partners to support a Long-Term Community Recovery planning effort;
- 4676 • Provision of a systematic approach to understanding the interdependencies and complex
4677 relationship of natural and cultural resources to the well being of the community and its
4678 recovery.

4679 **3.3 KEY ACTIVITIES AND CONSIDERATIONS**

4680 **ACTIVATE AND DEPLOY AGENCIES AND SUPPORT ORGANIZATIONS**

4681 The NCR RSF partners may be requested to accept reimbursable Mission Assignments and
4682 subsequently to deploy staff to assist recovery effort. Alternatively, when staff resources are
4683 unavailable or limited, they may be requested to devise alternate methods to assist long-term
4684 NCR recovery needs and provide technical assistance remotely. Deployment of NCR RSF
4685 partners/staff may be unnecessary, unless the community remains overwhelmed by the impacts
4686 from the disaster and the community's recovery strategy identifies a specific need. Even then,
4687 deployments may not always be possible, and in those cases the FDRC must coordinate with the
4688 NCR RSF partners and state/tribal/territorial/local stakeholders to develop contingency plans
4689 for securing technical assistance.

4690 **COORDINATE CROSS-JURISDICTIONAL MATTERS**

4691 The NCR RSF partners may be requested to facilitate access to federal programs and to provide
4692 coordination so that cross-jurisdictional matters are not impediments to progress.

4693 **SYNCHRONIZE WITH OTHER RSFS**

4694 The NCR RSF coordinating agency facilitates regular communication and cooperation among
4695 partners and encourages cross-coordination so the community can better protect its NCH
4696 resources and properties, and the recovery planning efforts can adequately address NCH issues.

4697 **IDENTIFY OPPORTUNITIES TO LEVERAGE RESOURCE PROTECTION**
4698 **THROUGH HAZARD MITIGATION MEASURES**

4699 Upon activation, the NCR RSF partners coordinate with FEMA Hazard Mitigation to identify
4700 opportunities to leverage projects in the recovery plan through hazard mitigation funding or
4701 programs. Effective coordination partners may significantly increase a community's chances of
4702 identifying opportunities for leveraging support for its recovery projects.

4703 **LEVERAGE FEDERAL RESOURCES AND PROGRAMS**

4704 Based on the assessment, the FDRC and NCR RSF engages the appropriate partners and
4705 state/tribal/territorial/local stakeholders to identify funding sources and coordinate the process
4706 to improve leveraging opportunities.

4707 **ADDRESS POLICY ISSUES**

4708 The FDRC encourages the NCR RSF partners to identify methods to streamline and leverage
4709 federal agency grant programs, applications and incentives, and to communicate these
4710 programs clearly to the affected community. Another component of this is helping disaster-
4711 impacted states, tribes, territories and local communities understand how their existing policies
4712 (or lack thereof) could be impeding recovery progress. For example, implementing certain
4713 mitigation practices may not be possible if planning or zoning regulations are not in place.
4714 Ideally, someone already familiar with the policies of the disaster-impacted state, tribe, territory
4715 and/or community is included in this effort.

4716 **ENCOURAGE PARTNERS TO SUPPORT LONG-TERM COMMUNITY**
4717 **RECOVERY PLANNING**

4718 The NCR RSF partners may be encouraged to help build support for the community's recovery
4719 efforts and to help coordinate efforts to find targeted funding sources for specialized areas, such
4720 as stabilization/rehabilitation of cultural resources such as landscapes, historic structures,
4721 libraries, museums, historical societies, records/archives repositories and collections housed
4722 therein.

4723 **PROVIDE A SYSTEMATIC APPROACH**

4724 The NCR RSF partners' technical expertise can be used to help foster a systematic approach to
4725 recovery that recognizes the interdependencies and complex relationships of natural and
4726 cultural resources to the well being of the community.

4727 **Section 4: NCR RSF Resources and Capabilities**

4728 Whether or not the DOI bureau’s resources/staff can be used in FEMA recovery work depends
4729 on the following factors: the type, scope, location and seasonal timing of the disaster; the extent
4730 of damages and destruction it has caused; the natural and cultural resources and historic
4731 properties adversely impacted; and the timeframe, scope and cost of subsequent recovery efforts
4732 and projects. In addition, the availability of many NCR RSF partners (e.g., DOI and other federal
4733 agencies) to devote time or deploy staff to assist community recovery is constrained by several
4734 realities. Among these constraints: the primary mission of staff are base programs (as
4735 authorized and directed by Congress and required by Congressional appropriations law) and the
4736 relative nexus of programs and/or land management units to the affected disaster area’s
4737 damaged resources may be limited. The extent to which DOI and other NCR RSF partners can
4738 accept Mission Assignments for recovery work depends on the degree to which they can be
4739 adequately reimbursed by FEMA’s Disaster Fund for the assistance/work they provide.
4740 Moreover, there is a need for FEMA (and its FDRC) to specify clearly the work/expertise
4741 requested of DOI and other NCR RSF partners to provide. This is required to make sure DOI
4742 and its NCR RSF partners can wisely respond to FEMA’s requests and efficiently address the
4743 recovery needs of the affected local communities.

4744 Table 3 outlines the types of potential resources and capabilities that different partners may
4745 contribute to a community’s recovery effort.

4746 **Table 2: Categories of Assistance Potentially Available to Support Recovery**

| 4747 | TECHNICAL ASSISTANCE | | | | FUNDING | | FIELD SUPPORT ⁴ | | |
|------|--|--|----------------------|--------------------------|-------------------|----------------------|--|--------------------|--|
| 4748 | Group or Entity | Impact Assessments | Program Applications | Addressing Policy Issues | Hazard Mitigation | Financial Assistance | Support to Obtain Funding ⁵ | On-Site Assistance | |
| 4749 | RSF Stakeholder Groups/Entities | | | | | | | | |
| 4750 | DOI | x | x | x | x | x ⁶ | x | x | |
| 4751 | EPA | x | x | x | x | | | x | |
| 4752 | FEMA | x | x | x | x | | x | x | |
| 4753 | ACHP | x | x | x | x | | | | |
| 4754 | CNCS | x | x | x | x | | | x | |
| 4755 | CEQ | x | x | x | x | | | | |
| 4756 | DOC | x | x | x | x | x | x | x | |
| 4757 | Heritage Emer. Mngmt. Task Force | x | | | | | x | x | |
| 4758 | IMLS | | x | | | x | | | |
| 4759 | LOC | x | | | | | | x | |
| 4760 | NARA | x | | x | x | x | | | |
| 4761 | NEA | | | x | x | | | | |
| 4762 | NEH | | | | | x | | | |
| 4763 | USACE | x | | x | x | | | x | |
| 4764 | USDA | x | x | x | x | x | x | x | |
| 4765 | Tribal, State and Local Stakeholder Groups/Entities | | | | | | | | |
| 4766 | THPO/SHPO | x | x | x | x | | x | x | |
| 4767 | Local Government | x | x | x | x | | x | x | |
| 4768 | Chamber of Commerce | x | x | x | x | | x | x | |
| 4769 | Universities | x | x | x | x | | x | x | |
| 4770 | Nonprofits | | | | | | | | |
| 4771 | Environmental | Multiple categories of assistance are potentially available from nonprofit groups at the national, tribal, state, and local levels. Consult with these groups as appropriate to determine the type(s) of disaster recovery support they can potentially provide. | | | | | | | |
| 4772 | Educational | | | | | | | | |
| 4773 | Conservation | | | | | | | | |
| 4774 | Preservation | | | | | | | | |
| 4775 | Faith-Based | | | | | | | | |
| 4776 | Other | | | | | | | | |
| 4777 | Preservation/ Environmental Professionals | x | x | x | x | | x | x | |
| 4778 | Private Sector | x | x | x | x | x | x | x | |
| 4779 | | | | | | | | | |

⁴ This may involve providing guidance to acquire funding from other organizations.

⁵ Mission assignment(s) are required to obtain field support unless another funding source is in place to support field deployment.

⁶ For U.S. territories only. Covenant Capital Improvement funds and other funds specially tagged as “disaster assistance” can be used as the local match for federal programs. Financial assistance under various other programs can potentially be used to address disaster impacts and hazard mitigation.

4780 **4.1 CATEGORIES OF ASSISTANCE**

4781 This section describes in more detail the categories of assistance potentially available to help
4782 disaster-impacted communities address NCR recovery needs.

4783 **TECHNICAL ASSISTANCE OPTIONS**

4784 There are a variety of technical assistance options that might be offered depending on the scale
4785 and type of disaster and the community capacity to address disaster impacts, among other
4786 factors. In some instances, FEMA may have to issue a reimbursable Mission Assignment to
4787 another Federal agency to secure technical assistance, but portions of each option may possibly
4788 be accomplished through close coordination with state, tribal, territorial and/or local partners.
4789 Many of following options would benefit from local knowledge. These options include, but are
4790 not limited to, the following:

- 4791 • *Impact Assessments:* Help communities identify the extent of the disaster impacts on
4792 natural and cultural resources, and assess their post-disaster condition.
- 4793 • *Program Applications:* Provide assistance or subject matter expertise regarding the
4794 eligibility of a recovery project to apply for assistance from various external programs.
- 4795 • *Addressing Policy Issues:* Help communities work through policy issues/conflicts that
4796 may contradict the goals of rehabilitation and recovery.
- 4797 • *Hazard Mitigation:* As hazard mitigation is a major goal of recovery, some NCR RSF
4798 partners may be able to provide technical assistance to help communities address hazard
4799 mitigation measures in their recovery projects.

4800 The role of the NCR RSF is to facilitate a coordinated approach to identifying technical
4801 assistance options as well as the agency or state, tribal, territorial or local stakeholder
4802 partnership best suited to address the situation. In many cases, technical assistance can be
4803 delivered remotely by NCR RSF agencies and organizations.

4804 **FUNDING OPTIONS**

4805 There may be opportunities for certain recovery projects that repair, restore or mitigate
4806 damaged natural and cultural resources to be funded by external sources, though it should be
4807 noted that when this funding exists, acquiring financial assistance can be competitive. In some
4808 cases, NCR RSF partners may be able to identify funding sources (loans, grants, etc.) and

4809 provide technical assistance to make funding applications competitive. Other private sources of
4810 funding should also be explored. For example, the private sector may be able to deliver funding
4811 to support recovery efforts, or leverage resources from their partners or other connections to
4812 assist in fundraising.

4813 • *Financial Assistance:* Help communities identify and take advantage of loan programs,
4814 grants and other funding mechanisms NCR RSF agencies/partners may have available to
4815 address certain NCR recovery needs.

4816 • *Support to Obtain Funding:* Help communities identify and potentially obtain financial
4817 assistance that may be available from sources outside the NCR RSF agencies/partners.

4818 Because no NCR RSF programs exist to provide funding specifically to address disaster recovery,
4819 no NCR RSF agency/partner is committed by this document to deliver financial assistance to
4820 disaster-impacted communities for recovery purposes.

4821 **FIELD SUPPORT**

4822 Subject to the constraints noted previously, there may be some opportunities for subject matter
4823 experts from NCR RSF agencies/partners to deploy one or more of their staff to a disaster-
4824 impacted community to provide on-site field support. As previously mentioned, this depends
4825 greatly on a variety of factors, which may include: the clearly demonstrated and described need
4826 for well-defined support; the capacity of an organization to provide available staff to support
4827 recovery efforts for a clearly determined length of time; and the existence of resource and
4828 funding constraints. Similar to the constraints affecting potential funding options discussed
4829 above, no NCR RSF agency/partner is committed by this document to deliver field support to
4830 disaster-impacted communities for recovery purposes, unless the need is clearly demonstrated
4831 and the capacity, funding and appropriate mechanisms are in place.

4832 **4.2 NCR-SPECIFIC RECOVERY OPPORTUNITIES AND** 4833 **CHALLENGES**

4834 The intent of this section is: to identify opportunities and/or challenges faced during the
4835 recovery process that have been observed during previous disaster recovery efforts and to
4836 present some options for providing assistance that can be tailored to specific disaster-impacted
4837 communities. The opportunities and challenges discussion may help the FDRC, NCR RSF

4838 partners and local community participants to identify the recovery needs of the community and
 4839 to explore assistance options. These are not exhaustive lists but rather a place to start.

4840 **NATURAL RESOURCES**

4841 This list includes opportunities and challenges individuals, private nonprofits and the NCR RSF
 4842 may face during recovery. The ability of the NCR RSF to coordinate these issues following a
 4843 disaster is dependent on the successful execution of Mission Assignments or the availability of
 4844 existing funding to address the issues.

4845 The opportunities and challenges discussed in this section are summarized in the table below.
 4846 Additional descriptions of each follow the table.

4847 **Table 3: Natural Resources Opportunities and Challenges**

| | |
|----------------------------------|--|
| <p>4848 Opportunities</p> | <ul style="list-style-type: none"> • Early integration of environmental staff • Early coordination with tribal, state and local entities • Using programmatic agreements • Incorporating environmentally-friendly designs • Integrating sustainable planning elements • Consideration of lowest cost options |
| <p>4849 Challenges</p> | <ul style="list-style-type: none"> • National Environmental Policy Act (NEPA) requirements • Endangered Species Act (ESA) avoidance |

4850 *Opportunities*

4851 • Integrating environmental staff early in a disaster recovery planning process, to address
 4852 potential environmental or regulatory issues, may help identify potential problems or
 4853 regulatory process bottlenecks. In this early phase, it is important to include staff
 4854 knowledgeable in natural resources and environmental regulatory requirements. Doing
 4855 this early in the planning process may improve efficiency.

4856 • Early coordination with state/tribal/local agencies can benefit recovery efforts.
 4857 Regulatory requirements for required mitigation or mandatory impact avoidance
 4858 measures can affect a project’s physical elements, schedule and cost. Early coordination
 4859 with regulatory agencies can alleviate project delays and identify FEMA funding
 4860 constraints.

- 4861 • Pre-existing programmatic agreements between natural and cultural resource agencies
4862 may facilitate certain recovery options. For example, some FEMA regional offices have
4863 developed programmatic agreements (for separate states) with NOAA, regarding review
4864 of projects that involve federally listed Threatened and Endangered (T&E) fish species,
4865 under NOAA jurisdiction. These agreements provide a streamlined review system for
4866 projects that meet certain conditions.
- 4867 • Assistance to jurisdictions regarding the applicability of environmentally friendly design
4868 can help guide successful recovery projects. For example, projects that require work in or
4869 near sensitive habitats, surface waters and wetlands may require integration of
4870 environmental mitigation design elements to mitigate a project's detrimental natural
4871 resource effects. Similarly, some communities may not have the expertise required to
4872 incorporate bio-engineering elements into their projects. Outside resources (from
4873 current FEMA contractors) may be needed in the FEMA budgeting process.
- 4874 • Integrating sustainable planning elements. Planning for community recovery must be a
4875 multi-disciplined effort that includes consideration of long-term environmental effects to
4876 natural resources; integration of open space and sensitive resources; and community
4877 well-being. For this to occur, a natural resource specialist is needed early in the
4878 discussion of community recovery options.
- 4879 • Lowest cost options. Additional cost to meet required mitigation or permit conditions
4880 may be outside the FEMA budgeting process unless specifically required to meet the
4881 federal resource agency mandates. Early determination of potential costs and budget
4882 responsibility will aid the environmental documentation and review process. In addition,
4883 it should be made clear early in a recovery program that any long-term environmental
4884 monitoring or other permit conditions are the responsibility of the jurisdiction or public
4885 entity, not FEMA.

4886 *Challenges*

- 4887 • National Environmental Policy Act (NEPA) requirements. Staff should be familiar with
4888 NEPA and how the FEMA region implements these requirements. Early coordination by
4889 experienced NEPA staff will enable an efficient documentation process and avoid
4890 unanticipated delays in applicable agency coordination or project design changes, to
4891 minimize environmental effects.

- Endangered Species Act (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.

CULTURAL RESOURCES

This list includes opportunities and challenges that individuals, private nonprofits and the NCR RSF may face during recovery. The ability of the NCR RSF to coordinate these issues following a disaster is dependent on the successful execution of Mission Assignments or on the availability of existing funding to address the issues.

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

Table 4: Cultural Resources Opportunities and Challenges

| | |
|-----------------------------|--|
| <p>Opportunities</p> | <ul style="list-style-type: none"> • Using programmatic agreements • Early identification of funding sources • Coordination with other RSFs • Integrating specialists with specific preservation expertise • The Federal Historic Preservation Tax Incentives program • Recycling building materials |
| <p>Challenges</p> | <ul style="list-style-type: none"> • Damage to culturally significant materials • Museums and libraries are not always prepared for a disaster • The private sector, nonprofits and individual owners may lack resources • Impediments to data sharing • Funding gaps |

Opportunities

- Surveys and NRHP designations are generally only accomplished for those resources expected to receive federal funding or permitting after a disaster. Other structures may be in jeopardy of being repaired in an inappropriate manner, affecting their historic integrity or that of a potential district. But, since no funding is involved, the owners do not get guidance or monetary aid. Since the nomination process and subsequent funding can take time, there is an opportunity to use Programmatic Agreements and pre- and/or post-disaster coordination with funding resources to expedite processes and allow

4914 property owners to restore their property in a more expedient manner. If a
4915 Programmatic Agreement or other coordination vehicle is not in place, the state, tribe
4916 and/or local nonprofits may step in to provide expertise and guidance.

4917 • Pre-identifying funding sources for all categories of cultural resource needs can
4918 contribute to a successful recovery (e.g., artifact conservation, building rehabilitation,
4919 document recovery, archaeological site preservation, etc.).

4920 • Coordination with other RSFs, such as Housing, is key. For instance, the Natural and
4921 Cultural Resource RSF could add valuable information on cultural resources during
4922 housing resource fairs and other workshops. Information could also be disseminated
4923 through a full-time housing resource center, if one is set up. In Mississippi and
4924 Louisiana, pattern books⁷ and other guidance documents were made available to the
4925 public to help decision-making about the kinds of repairs/rebuilds they might make to
4926 their homes. Information about funding sources may also be made available to the
4927 public.

4928 • Specialists who understand NEPA compliance for cultural/historical resources do not
4929 necessarily know the Secretary of the Interior Standards (for rehabilitation, etc.), nor do
4930 they always know about preservation programs and funding sources. This is because
4931 some environmental compliance specialists focus on clients or project types that
4932 generally involve demolition, not preservation, of the resource. Bringing in specialists
4933 with specific preservation expertise will help ensure preservation standards are met.
4934 Other specialists (such as tax credit specialists) can be brought in to focus on funding
4935 issues. These specialists can come from a myriad of sources, including preservation
4936 nonprofits, AIA, the National Trust, the Advisory Council and consultants specializing in
4937 preservation and/or grants.

4938 • The Federal Historic Preservation Tax Incentives program supports the rehabilitation of
4939 historic and older income-producing structures. Historic buildings are eligible for a 20%
4940 federal tax credit if listed individually in the National Register of Historic Places or as a
4941 contributing building to a National Register-listed or certified state, tribal, territorial or
4942 local historic district. Also, historic rehabilitations must meet the Secretary of the
4943 Interior's Standards for Rehabilitation. Non-historic, non-residential buildings built
4944 before 1936 are eligible for a 10% federal tax credit. From time to time, Congress has

⁷ 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."

4945 increased these credits for limited periods for the rehabilitation of buildings located in
4946 areas affected by natural disasters. Many states also have similar state tax credit
4947 programs. Individual property owners may not: know if their properties are already
4948 eligible; have the resources or expertise to nominate their property/properties to become
4949 eligible; be aware the tax credit program exists; or know how to obtain tax credits.
4950 Misunderstandings exist about the meaning of having a property listed; providing more
4951 information about the benefits of listing, as well as the tax credit program, can be useful.

- 4952 • Recycling of old building materials. Some properties are too damaged to be rebuilt and
4953 may need to be demolished. In some cases, especially in historic downtowns, brick or
4954 other material from one demolished building may be reused on a nearby building.
4955 However, this debris is often removed before coordination can begin. Reusing materials
4956 would help defray costs and allow an owner to rehabilitate his/her building in a way that
4957 is sensitive to the building's historical character. Reuse may also help preserve aspects of
4958 historic local craftsmanship and locally unique design features that may otherwise be
4959 lost to a community forever.

4960 *Challenges*

- 4961 • In some disasters, culturally significant books, papers, photographs and audiovisual
4962 artifacts may be damaged or destroyed. These items may be part of a community's
4963 heritage, the preservation of which is critical to recovery.
- 4964 • Museum, library and other cultural institution collections are often dependent on grants
4965 and other funding and are not always well prepared for disaster (i.e. they do not
4966 necessarily have emergency plans in place). In the past, FEMA has helped state-run or
4967 eligible nonprofits, (e.g., New Orleans Museum of Art and Fort Jackson), but not all
4968 nonprofits are eligible for FEMA assistance. These institutions are often dependent on
4969 help from the preservation community or organizations and agencies such as NEH,
4970 SHPOs and the National Trust for Historic Preservation. It is important that these types
4971 of institutions understand both NRF and NDRF concepts and how they can be
4972 implemented to leverage resources. Additional information can be found in the *Guide to*
4973 *Navigating Federal Emergency Management Agency and Small Business*
4974 *Administration Disaster Aid for Cultural Institutions*.
- 4975 • Private nonprofits and individual owners or businesses are not always able to find the
4976 resources to rehabilitate or restore their historic properties. These properties can

4977 contribute to the economic health^{8,9} of the town (especially those on “Main Street”) and,
4978 if they cannot be rebuilt (or are rebuilt in a way that affects the historic integrity and
4979 detracts from downtown), the ability of the community to recover from disaster may be
4980 hampered.

- 4981 • There are several potential impediments to effective data sharing. Information on
4982 cultural resources is stored in different ways in each state. The information can be
4983 located at a clearinghouse run by the state, a university or a museum. In some cases, the
4984 information is kept by an often overwhelmed SHPO or THPO. The information may be in
4985 hard copy or electronic form. Mapped information may be in a GIS format, but the
4986 platform varies. Different types of information are also collected by each state, so
4987 comparing data can be problematic. These variables make analysis very difficult to
4988 accomplish quickly. Control of the information is also an issue, as much of it is
4989 considered sensitive data only to be shared with professionals, universities or other
4990 predetermined parties. Finally, most of the available data on cultural resources comes
4991 from studies resulting from a need for environmental compliance. These studies only
4992 look at the project area, so there may be important resources that have not been
4993 identified or inventoried. For this reason, it is very important to include local expertise
4994 during assessments, in order to learn what those unidentified resources are.
- 4995 • Some funding gaps may occur when FEMA Public Assistance funding does not cover a
4996 particular aspect of a historic property. For example, tornadoes touched down in the
4997 Nashville, Tenn., area in 1998, felling thousands of trees. More than 1,000 trees on the
4998 Hermitage plantation, Andrew Jackson’s home, were damaged or felled. Tree and shrub
4999 replacements are normally not eligible for FEMA Public Assistance funding; however,
5000 many of these trees were more than 150 years old and were considered important
5001 elements of the NRHP- and NHL-listed property. Other federal agencies and volunteer
5002 efforts were needed to bridge the gap. Further funding gaps can occur because a
5003 particular private nonprofit does not qualify for FEMA Public Assistance funding (e.g.,
5004 an old theater used for performing arts in Milton, Fla., was damaged by Hurricane Ivan
5005 and had to rely on nonfederal funding to conduct repairs). Partnerships and resource
5006 coordination have helped to fill these gaps.

⁸ American Planning Association *Policy Guide on Historic and Cultural Resources*, 1997.

⁹ Donovan D. Rypkema *The Economics of Historic Preservation: A Community Leader’s Guide*. National Trust for Historic Preservation; 2nd Edition, March 1, 2005.

5007 **Section 5: Transition to Steady State Preparedness**

5008 As the recovery process moves forward, RSF partners and LTCR teams will begin to demobilize
5009 from the disaster-impacted communities. This demobilization of federal resources should not
5010 indicate to the state, tribal, territorial or local governments, or to the disaster-impacted
5011 community that the recovery process is over. It is important that all RSFs prepare them to carry
5012 on the recovery process and make the transition as smooth as possible. This preparation begins
5013 immediately upon engagement with community stakeholders, so when federal resources are
5014 demobilized and the JFO is closed, the state, tribal, territorial and local governments are
5015 prepared to manage long-term recovery on their own.

5016 Maintaining coordination with the state, tribe, territory and/or community throughout the
5017 process, especially while the disaster is active, will ensure recovery efforts are maintained into
5018 the future. The engagement of the NCR RSF is, in many ways, a capacity-building process that
5019 allows state, tribal, territorial and local agencies to gain an understanding of the resources
5020 available to them and to manage the recovery process. For example, in the case of a disaster on
5021 tribal lands, if the Bureau of Indian Affairs (BIA) has a program available that might address an
5022 infrastructure issue, they can advise the disaster-affected tribe on the steps needed to leverage
5023 the program. This will prepare them to manage the project after LTCR demobilization.

5024 In some instances, recovery needs may be issues that existed before the disaster but were
5025 amplified by disaster impacts. For example, certain cultural resources may have already been in
5026 disrepair, and it is possible the community was already working with the appropriate agency or
5027 other organizations to address the issue(s). In this case, the state, tribe, territory or local
5028 community may already be prepared to continue addressing the issue, but may need guidance to
5029 address the greater impacts caused by the disaster.

5030 Regardless of a disaster's scope, local primacy is critical to the recovery process. This involves
5031 both allowing the impacted community to lead recovery efforts and preparing them to maintain
5032 that leadership in the long-term.

5033 **Section 6: Other Relevant Documents**

5034 Other documents that may be used for reference include the following:

- 5035 • *The National Disaster Recovery Framework* (NDRF) provides the overall operating
5036 principles, key players and coordinating structures that guide and support federal
5037 disaster recovery efforts. The concepts of the FDRC and the RSFs are first introduced in
5038 the NDRF.
- 5039 • *The National Response Framework* (NRF) provides guidance for Emergency Response
5040 Functions in place immediately following a disaster (the *response phase*). The NRF is a
5041 useful tool for professionals involved with either response *or* recovery, because it
5042 provides both response guidance and recovery background. The NDRF complements the
5043 NRF because it provides a transition from *response* to *recovery*. Since immediate
5044 response eventually becomes long-term recovery, an understanding of both is essential
5045 to understanding how to address disaster impacts.
- 5046 • *The National Disaster Recovery Framework Interagency Operational Plan* contains
5047 guidance common to all six RSFs, such as communication and coordination protocols,
5048 disaster activation and deployment guidance. Specifically, the Guide provides
5049 information on how:
 - 5050 ○ The National Disaster Recovery Planning Division at FEMA’s national
5051 headquarters can provide coordination between the six RSFs through practicing
5052 pre-disaster preparedness activities.
 - 5053 ○ In some cases, RSF agency staff may be deployed to the field by the FDRC to
5054 assist recovery efforts.
- 5055 • *Guide to Navigating Federal Emergency Management Agency and Small Business*
5056 *Administration Disaster Aid for Cultural Institutions*. The information included is
5057 meant as a general guide for those seeking federal funding to aid disaster response and
5058 recovery.