



Recovery Federal Interagency Operational Plan

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Security

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Introduction

President Obama signed Presidential Policy Directive (PPD) 8: National Preparedness in March 2011. PPD-8 is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation. PPD-8 defined five mission areas—Prevention, Protection, Mitigation, Response, and Recovery—and directed the development of a series of policy and planning documents to enhance national preparedness. As part of this effort, PPD-8 required the development of a National Planning System to integrate planning across all levels of government and with the private and nonprofit sectors around key capabilities that can be mixed and matched, as needed, to provide an agile, flexible approach to prevent, protect, mitigate, respond, and recover.

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

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

Mission, Purpose, and Scope

The Recovery FIOP describes how the Federal Government delivers core capabilities for the Recovery mission area. It is an all-hazards plan that provides guidance for the implementation of the NDRF. The mission of the Recovery FIOP is to provide guidance to enable more effective delivery of recovery support to disaster-impacted local, state, tribal, territorial, and insular area jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner, while preserving the civil rights and civil liberties of all community members. The Recovery FIOP is written to describe how the Federal Disaster Recovery Coordinator (FDRC) and Recovery Support Function (RSF) agencies and related entities will work to support local, state, tribal, territorial, and insular area recovery efforts in coordination with nongovernmental and private sector organizations. The Recovery FIOP consists of a base plan and six supporting RSF annexes. The Recovery FIOP is built on the National Incident Management System concepts and principles and uses the whole community concept in national preparedness activities and as full partners in recovery operations.

¹ The whole community includes individuals, families, and households; communities; the private and nonprofit sectors; faith-based organizations; and local, state, tribal, territorial, and Federal governments. Whole community focuses on enabling the participation in national preparedness activities of a wide range of players from the private and nonprofit sectors, including NGOs and the general public, in conjunction with the participation of Federal, state, and local governmental partners in order to foster better coordination and working relationships.

The Recovery FIOP will provide the overarching interagency coordination structure for the recovery phases of Stafford Act incidents. Elements of the NDRF and the Recovery FIOP may also be used for non-Stafford Act incidents. The Recovery FIOP, which is active at all times, includes guidance for post-disaster recovery operations across all disaster event phases to include recovery preparedness activities.

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

The Recovery FIOP:

- Describes the organizational concept of the FDRC-RSF structure in the field and how it relates to other field-level organizations
- Describes how the Recovery FIOP will integrate with the Prevention, Protection, Mitigation, and Response FIOPs and their corresponding coordinating structures
- Describes the post-disaster FDRC and RSF activation and deployment process
- Describes the role of the Hazard Mitigation Advisor and Program Liaison
- Defines the purpose and objectives of post-disaster recovery impact assessment processes
- Describes the parameters for developing and implementing the Recovery Support Strategy (RSS)
- Describes the process for coordinating RSF activities and facilitating delivery of Recovery core capabilities in support of impacted local, state, tribal, territorial, and insular area communities
- Describes how the FDRC and RSF structure will adapt and interface with local, state, tribal, territorial, and insular area recovery organizational structures
- Describes considerations in determining the timeline for FDRC and RSF demobilization and transition to steady state operations
- Describes the process by which RSF agencies can use existing programs to enhance pre-disaster preparedness; post-disaster activities; mitigation; and resiliency.

Engaging all members of the whole community is essential to national preparedness, and individuals and localities are key components. With equal access to the pertinent knowledge and skills, all members of the community can contribute to national preparedness. This includes children; individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; and people with limited English proficiency (LEP). Their contributions must be integrated into preparedness efforts, and their needs must be incorporated as the whole community plans for and delivers the core capabilities.

Audience

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

Federal departments and agencies will develop and maintain department-level operational plans, as necessary, to deliver capabilities to fulfill responsibilities under the NDRF and this FIOP.

Departments and agencies may use existing plans, protocols, standard operating procedures, or standard operating guides for the development of such plans.

Situation

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

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

During and after an incident, survivors within the impacted area include people from diverse cultures, races, and nations of origin; individuals who do not read, have LEP or are non-English speaking; individuals with disabilities and others with access and functional needs; those with physical, sensory, behavioral and mental health, intellectual, developmental, and cognitive disabilities, including individuals who live in the community and individuals who are institutionalized; older adults with and without disabilities; children with and without disabilities and their parents; individuals who are economically or transportation disadvantaged; pregnant women; individuals who have chronic medical conditions; those with pharmacological dependency.

Disasters can have significant short- and long-term ramifications on the recovery of political, economic, health, social, environmental, logistical, technical, legal, and administrative structures within the impacted area and potentially to the Nation.

Recovery Core Capabilities

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

Table 1: Recovery Mission Area Core Capabilities

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

Each core capability has associated capability targets, which are performance threshold(s) that will inform activities that support national preparedness. The targets are not exclusive to any single level of government or organization, but rather require the combined efforts of the whole community. The targets are outlined as an introduction to the RSF annexes.

The Recovery FIOP describes how Federal departments and agencies will partner with local, state, tribal, territorial, insular area, nongovernmental, and private sector partners to deliver the Recovery core capabilities within the range of their authorities, skills, and resources. Table 2 identifies where the Recovery core capabilities are addressed in the Recovery FIOP.

Table 2: Recovery Mission Area Core Capabilities

Recovery Core Capability	Primary Location in Recovery FIOP
Planning	Base Plan & Community Planning and Capacity Building (CPCB) RSF Annex
Public Information and Warning	Base Plan
Operational Coordination	Base Plan
Economic Recovery	Economic RSF Annex
Health and Social Services	Health & Social Services RSF Annex
Housing	Housing RSF Annex
Infrastructure Systems	Infrastructure Systems RSF Annex
Natural and Cultural Resources	Natural and Cultural Resources RSF Annex

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

Planning Assumptions and Critical Considerations

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

Planning Assumptions

Planning assumptions are information necessary to plan for recovery operations when facts are not known or available. During recovery operations, assumptions are validated as facts when deemed warranted:

- A catastrophic incident or attack will occur with little or no warning.
- There will be cascading effects associated with the incident.
- Inter- and intra-state, local, tribal, territorial, and insular area government mutual aid capabilities will be exhausted.
- Local government capabilities may not exist or be functional.
- Other Federal agencies are executing relevant support under their own authorities.

Critical Considerations

Critical considerations are those elements of information that must be taken into account when developing a plan. The Recovery FIOP critical considerations are:

- The activities and functions addressed in the Recovery FIOP may occur concurrently with those addressed by the other mission area frameworks and FIOPs.

- RSFs will not independently initiate RSF field operations without FDRC coordination.
- This Recovery FIOP attempts to avoid repeating non-critical concepts that are covered within the Prevention, Protection, Mitigation, and Response frameworks and FIOPs.
- In general, the FDRC, in conjunction with the Federal Coordinating Officer (FCO), will coordinate most field-level activities from the JFO. As such, the Recovery FIOP will not duplicate the logistical and administrative support functions offered within the JFO or similar offices and structures (e.g., area field offices or processing centers). Federal support may be provided from remote locations.
- The extent of Federal support will be based in part on existing statutory authorities and the availability and applicability of resources.
- The Public Information and Warning core capability of the Recovery FIOP will be delivered at the Federal level by Emergency Support Function (ESF) #15 (External Affairs).
- Many of the concepts and constructs introduced in the NDRF and the Recovery FIOP may also be applicable to non-Stafford Act incidents. The lead Federal agency for non-Stafford Act incidents will determine the applicability of these concepts and constructs and identify how they will be resourced.
- All references to disaster-impacted communities are inclusive of:
 - Individuals with disabilities and others with access and functional needs
 - Individuals from racially and ethnically diverse backgrounds, including people with LEP
 - Seniors, children, and members of traditionally underserved populations
 - Service and companion animals, household pets, livestock, and zoo or research animals

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

Concept of Operations

The concept of operations outlines the operational process necessary for the FDRC and RSFs to deliver Federal resources to disaster-impacted communities. Additionally, the concept of operations provides guidance on how the incident-specific mission and organization will be defined to facilitate coordination with local, state, tribal, territorial, insular area, and nongovernmental organizations, including voluntary agencies and long-term recovery groups and private sector stakeholders.

General Mission Objective

Supporting local, state, tribal, territorial, and insular area governments in their pursuit of successful recoveries is the general mission objective of this FIOP, understanding that each community defines successful recovery outcomes differently based on its circumstances, challenges, recovery vision, and priorities. This concept of operations is designed to effectively assist state- and tribally-led recovery efforts in achieving their definition of success. Although no single definition fits all situations, the NDRF identifies conditions shared by successful recoveries:

- The community successfully overcomes the physical, emotional, and environmental impacts of the disaster.

- It reestablishes an economic, social, cultural, and educational base that instills confidence in the community members and businesses regarding community viability.
- It rebuilds by addressing the accessibility requirements of all residents and by reducing vulnerability to future hazards.
- The community demonstrates a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters.

Mission Area Integration

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

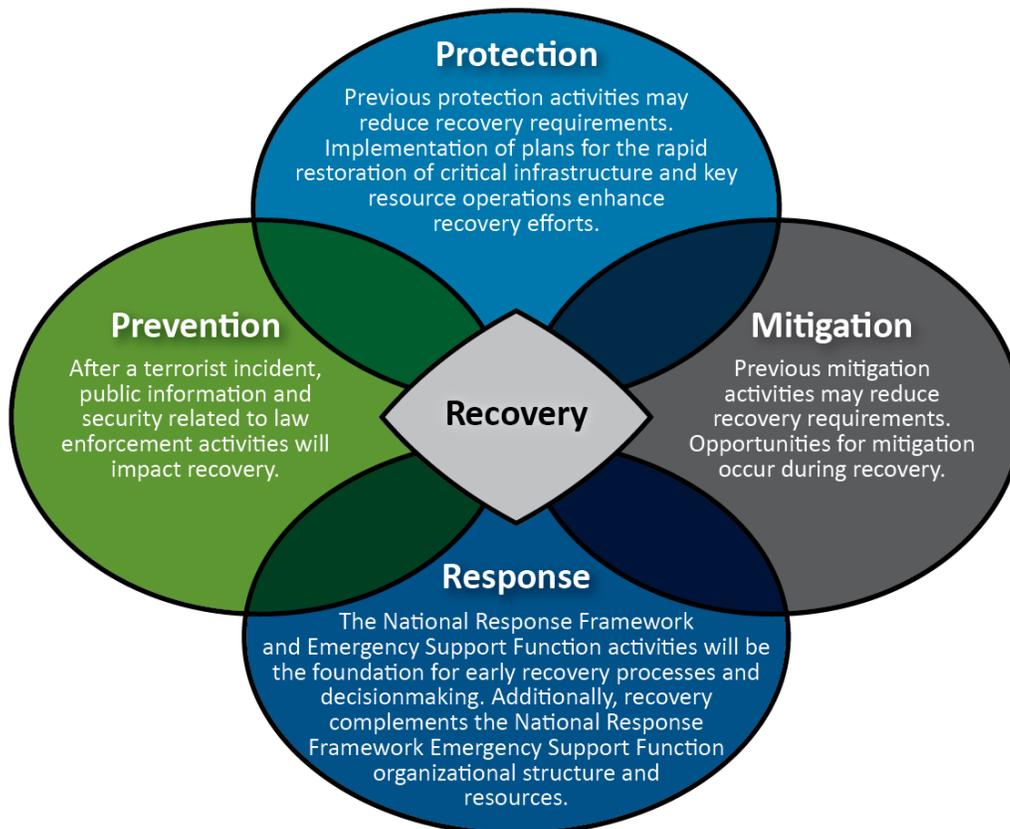


Figure 1: Relationship of the Five Mission Areas

Mission area integration factors are identified to help address interdependencies, interactions, and information relating to shared risks and coordination points between the Recovery core capabilities and the other four mission areas. Integration factors are identified when core capabilities and other mission areas:

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

Table 3 summarizes the key integration factors for the Recovery core capabilities and the other four mission areas. (This is in addition to those identified in Figure 1.)

Table 3: Recovery Core Capability Integration Factors

Recovery Core Capability: Operational Coordination (Leadership)
<p>Prevention</p> <ul style="list-style-type: none"> • Control access to crime scenes and preserve evidence potentially located within damaged and/or contaminated areas • Coordinate as necessary with command, control, and communication components
<p>Protection</p> <ul style="list-style-type: none"> • Coordinate with the pre- and post-disaster recovery plans to facilitate a resilient recovery process that takes protection into account • Coordinate with command, control, and communication components as necessary
<p>Mitigation</p> <ul style="list-style-type: none"> • Provide, via Mitigation Advisor, connectivity to concurrent JFO Hazard Mitigation and Mitigation Framework Leadership Group activities • Coordinate with the pre- and post-disaster recovery plans to facilitate a resilient recovery process that takes mitigation into account • Act to address the resilience of the economy, housing, natural and cultural resources (NCR), infrastructure, and health and social services during rebuilding
<p>Response</p> <ul style="list-style-type: none"> • Share resources and information with the National Response Framework (NRF) ESFs' organizational structures • Provide senior-level decision makers with critical information requirements related to long-term recovery and economic impacts • Coordinate concurrent recovery operations with response operations, including the phase-out of response functions • Provide issue-specific guidance on processes to nongovernmental and private sector organizations serving individuals with disabilities and others with access and functional needs; those from religious, racial and ethnically diverse backgrounds; and people with LEP

Recovery Core Capability: Public Information and Warning
<p>Prevention</p> <ul style="list-style-type: none"> • Manage the release of public information after incidents to protect ongoing terrorism investigative and intelligence activities in an effort to prevent follow-on attacks, save lives, and assist in the initiation of psychological and social recovery
<p>Protection</p> <ul style="list-style-type: none"> • Coordinate information on critical infrastructure (CI) with interagency operational coordination centers
<p>Mitigation</p> <ul style="list-style-type: none"> • Communicate mitigation concepts to community officials; homeowners; nongovernmental organizations; and private sector owners, operators, and managers • Capitalize on the critical post-disaster window of opportunity to influence public opinion to take steps toward mitigation
<p>Response</p> <ul style="list-style-type: none"> • Inform local, state, tribal, territorial, and insular area elected and designated officials on the availability of recovery programs • Re-establish sufficient communications and other infrastructure within the affected areas to support recovery initiatives • Provide communications support to local, state, tribal, territorial, and insular area governments with recovery communication needs • Provide assistance to the private sector in restoring infrastructure by facilitating access and security with state authorities

Recovery Core Capability: Planning (Community Planning and Capacity Building)

Prevention

- Ensure all available resources and response assets are identified and trained to fill relevant vulnerability gaps and meet evolving threats that may prolong recovery efforts

Protection

- Incorporate protection measures into recovery plans to harden targets and make communities more resilient
- Analyze and describe the cascading effects of interdependent systems
- Assess risks and threats/hazard identification to support and inform recovery operations

Mitigation

- Ensure awareness of mitigation opportunities and issues in recovery plans via a Mitigation Advisor
- Use existing mitigation plans to inform recovery planning post-disaster
- Build upon community-based mitigation planning to inform pre- and post-disaster recovery planning
- Employ lessons learned during the recovery process to inform future mitigation actions
- Apply mitigation initiatives and investments pre-disaster to reduce recovery resource requirements post-disaster

Response

- Support response and recovery operational planning through the IAP process
- Coordinate the RSS with the JFO Planning Section
- Use geographic information system mapping and analysis products to support recovery efforts
- Support the establishment of long-term recovery groups with the assistance of voluntary agency liaisons
- Create links to resources to aid in the long-term recovery of the community through private sector liaisons

Recovery Core Capability: Economic Recovery
Prevention
<ul style="list-style-type: none"> • Ensure crisis response planning considers the mitigation of significant economic loss
Protection
<ul style="list-style-type: none"> • Promote innovative approaches and solutions to address preparedness, mitigation, and resilience issues before a disaster strikes including comprehensive land use policy
Mitigation
<ul style="list-style-type: none"> • Work at all levels of government to implement disaster resistant building codes and incentivize private sector and individual pre-disaster preparedness activities and mitigation
Response
<ul style="list-style-type: none"> • Link to ESFs #1 (Transportation), #2 (Communications), #3 (Public Works and Engineering), #10 (Oil and Hazardous Materials Response), and #12 (Energy), and the Federal Emergency Management Agency (FEMA) Private Sector Coordinator • Coordinate with ESFs to determine how waivers granted by their member agencies during the response phase may have an impact on economic recovery • Coordinate with ESF #12 (Energy) as they analyze and model potential impacts to the electric power, oil, natural gas, and coal infrastructures; analyze the market impacts to the economy; and determine the effect the disruption will have on other critical infrastructure
Recovery Core Capability: Health and Social Services
Prevention
<ul style="list-style-type: none"> • Coordinate public information after terrorist incidents to support psychological and social recovery
Protection
<ul style="list-style-type: none"> • Promote innovative approaches and solutions to address preparedness, mitigation, and resilience issues before a disaster strikes
Mitigation
<ul style="list-style-type: none"> • Identify health and social services systems during disaster planning and data collection • Identify key partners and at-risk individuals in recovery planning
Response
<ul style="list-style-type: none"> • Coordinate with ESFs #3 (Public Works and Engineering), #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), #8 (Public Health and Medical Services), and #11 (Agriculture and Natural Resources), and partners such as Regional Disability Integration Specialists to provide early situational awareness on health and social services issues, ensures continuous support for health and social services needs, and helps define critical recovery strategies • Support medical surveillance and monitoring efforts and evaluate the need for a longer-term epidemiological follow-up and medical monitoring • Conduct health and safety hazard assessments and disseminate guidance and resources to inform environmental health and safety practices for response personnel and the affected populations

Recovery Core Capability: Housing
Prevention
<ul style="list-style-type: none">• No additional integration factors
Protection
<ul style="list-style-type: none">• No additional integration factors
Mitigation
<ul style="list-style-type: none">• Incorporate accessibility, resilience, sustainability, and mitigation measures into identified housing recovery strategies
Response
<ul style="list-style-type: none">• Coordinate with ESF #6 (Mass Care, Emergency Assistance, Temporary Housing and Human Services) and provide relocation assistance for the smooth transition of survivors from sheltering and interim housing (including physically accessible interim housing for individuals with disabilities and others with access and functional needs) to permanent housing as quickly as possible• Identify strategies and options that address a broad range of disaster housing issues in conjunction with the State-led Housing Task Force members and the provision of input into the JFO Disaster Housing Strategy• Implement the National Disaster Housing Strategy• Identify the requirements for direct housing missions, alternative housing options, and synchronizing government assistance programs

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

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

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

Coordination of the Response and Recovery Missions

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

- State, tribal, territorial, or insular area government requests RSF engagement.
- State, tribal, territorial, or insular area government initiates its own recovery plan and activates its own recovery organization to manage recovery.
- The ESFs are demobilized.

Upon appointment, the FDRC will monitor response operations and offer advice when those operations may have cascading effects or impacts on recovery. The FDRC will work to ensure that recovery activities do not impede ongoing response operations. The Recovery and Response operations will be closely coordinated with the local, state, tribal, territorial, and insular area partners to prevent duplicative activities and promote efficient leveraging of resources. The FDRC will use

existing protocols established by the Unified Coordination Group (UCG).² Additionally, the FDRC will use the IAP process in use by the UCG to track short-term priorities and progress toward longer-term milestones, which may become a part of the RSS.

Operational Roles and Responsibilities

The NDRF establishes the coordinating structure to enhance recovery collaboration and coordination in support of disaster-impacted communities. The Recovery FIOP uses the National Incident Management System methodology to frame an organizational structure for the FDRC and Federal agency representatives within the RSFs. The FDRC is the coordinator for Federal recovery efforts and works to ensure that Federal agencies are working together in support of the local, state, tribal, territorial, and insular area needs.

The following section elaborates on specific positions, teams, and organizations that are critical to providing recovery support. The roles of nongovernmental organizations, the private sector, voluntary agencies, and other broad ranging groups are elaborated upon in Chapter 6 of the NDRF.

Field and Regional Roles and Responsibilities

Federal Coordinating Officer

The FCO is the senior FEMA official specifically designated as a member of the UCG for response to and recovery from emergencies and major disasters. The FCO executes Stafford Act authorities, including commitment of FEMA resources and the issuance of mission assignments (MAs) to other Federal departments or agencies.

The FCO is the primary Federal representative for Stafford Act events with whom the State/Tribal/Territorial Coordinating Officer (SCO/TCO) and other local, state, tribal, territorial, and insular area response officials interface to determine the most urgent needs and set objectives for an effective response.

Federal Disaster Recovery Coordinator

The FDRC will function as a deputy to the FCO to coordinate Federal recovery efforts on the FCO's behalf during operations supporting Presidentially declared disasters (under the Stafford Act). The FDRC will derive his/her authority from the FCO. For example, when the disaster transitions from a JFO and the FCO is demobilized, the Regional Administrator may delegate to the FDRC any or all authorities typically delegated to an FCO, including the authority to coordinate disaster recovery, coordinate Federal agencies to support local, state, tribal, territorial, and insular area recovery efforts, issue MAs, and sign interagency agreements (IAAs). These delegated authorities are derived from the statutory authority granted to FCOs under the Stafford Act, the authority of the Disaster Recovery Manager established by Federal Regulations,³ and authorities found in the Post-Katrina Emergency

² UCGs may be established following an incident that affects multiple states and/or regions. On a large, more complex Stafford act incident, the UCG may consist of the FCO, SCO, FDRC, SDRC, and representatives of tribal, territorial, and other Federal entities with primary jurisdiction; the private sector; and/or nongovernmental organizations. The UCGs focus on providing support to on-scene response efforts and conducting broader support operations that may extend beyond the incident site.

³ 44 C.F.R. §§ 206.2; 206.41

Management Reform Act.⁴ Specific procedures on the delegation of these authorities will be provided through FEMA policy.

The primary role of the FDRC is to serve as a central coordinator and leader for the Federal recovery effort. The FDRC has the responsibility to build connections and opportunities to existing Federal programs that may be useful for addressing recovery challenges. The FDRC does not have the authority to direct the implementation of those programs. The FDRC activates the RSFs, is the coordinating lead for RSF activities related to that specific disaster, and provides the leadership and direction that will guide RSF recovery activities. To this end, the FDRC can call upon support staff from the National Disaster Recovery Support (NDRS) Cadre to assist in processing RSF activations and deployments and coordinating recovery impact assessments, to act as liaisons with Regional recovery staff, Operations, and External Affairs (EA), and to support other critical mission activities. The NDRS Cadre staff will work under the direction of the FDRC.

The FDRC is the local, state, tribal, territorial, and insular area government's entry point for Federal recovery-related matters and the primary contact for helping to identify and resolve recovery needs in conjunction with voluntary agencies, long-term recovery groups, and other whole-community partners. The FDRC supports the local, state, tribal, territorial, and insular area recovery goals set forth in the RSS developed in conjunction with the RSFs. The FDRC will also support state, tribal, territorial, and insular area governments in building their recovery capacity after a disaster.

The FDRC is responsible for coordinating with the RSFs in the development and the implementation of the RSS. The RSS is the document that provides the FDRC-RSF unified strategy or approach that FDRC and RSF agencies will take to support local, state, tribal, territorial, and insular area governments. That unified strategy will be coordinated with the Mitigation Advisor.

Upon closure of the JFO and under direction of the FCO, the FDRC assumes the lead role for those incidents that require continued interagency disaster recovery coordination.

Additionally, each regionally assigned FDRC (reporting to his/her respective Regional Administrator or his/her designee) will support non-disaster activities to build interagency and intergovernmental recovery capacity and pre-disaster planning and coordination with other Federal agencies, and will aid the whole community in applying the NDRF in preparation for disasters. FDRCs will work in conjunction with RSF agency representatives to convene regular meetings between Federal representatives and local, state, tribal, territorial, and insular area stakeholders, and will coordinate planning technical assistance, as requested.

Non-Stafford Act Incidents. During non-Stafford Act incidents, National Oil and Hazardous Substances Pollution Contingency Plan incidents, public health emergencies, and other wide-scale incidents with a strong need for recovery coordination, the FDRC will report to and coordinate with the lead Federal response official. An FDRC appointed for such incidents should be a senior official from the agency with the lead recovery role for that incident. In some instances, the lead Federal agency may request FEMA to provide an FDRC who would report to the lead Federal response official. Under non-Stafford Act activations, the FDRC role and responsibilities will remain substantially the same as Stafford Act events. In either case, FEMA will continue to support the FDRC's mission of integrating Federal, local, state, tribal, territorial, insular area, private, nonprofit, and community recovery objectives. Funding for the FDRC and supporting staff for non-Stafford Act incidents are incident-specific.

⁴ See e.g., 6 U.S.C. §§ 313–314

Recovery Support Functions

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

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

RSF Field Coordinator

RSF Field Coordinators serve as the Federal point-persons for all RSF-related matters at the field level. RSF Field Coordinators are designated, in consultation with RSF Primary and Supporting Agencies, on an operation-by-operation basis, by the RSF National Coordinator. When deployment is required, the RSF National Coordinator will designate an RSF Field Coordinator to the JFO who will be responsible for sharing Primary Agency and Supporting Organization information in support of community recovery efforts in the field. The FDRC will coordinate RSF Field Coordinator activities. All RSF field deployed assets will report to their respective Field Coordinator. An RSF Field Coordinator may provide support remotely. Each RSF Field Coordinator maintains regular internal coordination/communication related to RSF initiatives at the field, regional, and national levels and ensures that their work in the disaster-affected area is consistent with the RSS. RSF Field Coordinators will help RSF member agencies continue to incorporate a comprehensive multi-sector view through the FDRC-RSF coordination activities.

Hazard Mitigation Advisor

FEMA will assign a Mitigation Advisor to each activated FDRC. The Mitigation Advisor will deploy with the FDRC as needed. This special advisor to the FDRC supports recovery operations by providing a critical linkage to content, process, and internal and external networks. Through the contribution of resources in the form of subject matter expertise and knowledge of existing hazard mitigation plans and projects, the Mitigation Advisor will contribute skill sets required to identify threats and hazards while supporting local, state, tribal, territorial, and insular area decision makers in selecting lasting recovery solutions.

Incidents often present unique opportunities to take mitigation actions. Federal partners will employ mitigation strategy in recovery and rebuilding efforts to help shape a resilient recovery. The role of

the Mitigation Advisor will be to work across the RSFs for the duration of the FDRC-RSF operation. Functions of the Mitigation Advisor include:

- Providing technical assistance to the FDRC and RSF Field Coordinators on the integration of mitigation strategies, data, and initiatives underway from pre-disaster efforts to inform recovery planning
- Facilitating mitigation technical assistance to RSF Field Coordinators to advance understanding of mitigation concepts as they apply to their RSF
- Providing technical assistance to RSF Field Coordinators in leveraging mitigation opportunities
- Coordinating mitigation activities across RSFs to synthesize Federal processes and activities suitable to community needs and hazard vulnerabilities
- Documenting and tracking mitigation accomplishments achieved through the work of the RSFs
- Coordinating and integrating mitigation strategy activities with the State Hazard Mitigation Officer and the JFO Mitigation Branch Chief in order to ensure that local, state, tribal, territorial, and insular area mitigation priorities are being met.

Deputy Federal Disaster Recovery Coordinator

In a large or catastrophic disaster, a Deputy FDRC may be appointed by the FDRC in coordination with the Office of Federal Disaster Coordination to assist with the management of the recovery operation or to provide targeted support when a particular operational objective requires the singular attention of an FDRC.

Federal Disaster Recovery Officer

The Federal Disaster Recovery Officer (FDRO) will function as the deputy to the FDRC and provide general operational support in executing the disaster recovery mission, coordinating assessment processes, and helping to manage the development and implementation of the RSS.

Local Disaster Recovery Manager

The Local Disaster Recovery Manager (LDRM) organizes, coordinates, and advances recovery at the local level. Their primary role is to manage and coordinate the redevelopment and building of their communities. Pages 25 to 26 of the NDRF provide more information on the roles and responsibilities of the LDRM.

State/Tribal/Territorial Disaster Recovery Coordinator

The State/Tribal/Territorial Disaster Recovery Coordinator (SDRC/TDRC) organizes, coordinates, and advances recovery at the state, tribal, or territorial level. Their primary role is to manage and coordinate the redevelopment and building of their communities. Chapter 7 of the NDRF provides more information on the roles and responsibilities of the SDRC/TDRC.

FDRC Liaison

The FDRC may establish recovery liaisons, in coordination with local, state, tribal, territorial, and insular area recovery managers, to provide a central point of contact to the FDRC and RSFs for communities receiving Federal RSF recovery support.

The role of the FDRC Liaison will include:

- Providing visibility for the FDRC and RSFs on local recovery issues and opportunities

- Providing a direct conduit between the RSFs and the communities
- Facilitating access to subject matter experts to participate in community planning
- Coordinating with the LDRM.

This position will coordinate activities with other Federal representatives already in the field. The use and application of FDRC Liaisons will depend upon the scope of the disaster, the size of the communities impacted, and the staffing resources available to the FDRC. Their position within a recovery support operation is depicted in Figure 3.

External Affairs Officer

The EA Officer works in support of the FCO and FDRC to ensure that accurate, actionable information is shared with all external recovery stakeholders, including: the general public and media; local, state, tribal, territorial, and insular area partners; the private sector; nongovernmental organizations; and members of Congress and their staff. More detail on the role of the EA Officer can be found in the Public Information and Communications section of this FIOP.

Advance Evaluation Team

The role of the Advance Evaluation Team (AET) is to assist an FCO and/or Regional Administrator in assessing the need for an FDRC and/or the need to activate the RSFs and in identifying anticipated interagency recovery resource coordination needs and major recovery issues or challenges. The AET is a fast acting unit composed of a small number of individuals with the relevant experience to appraise anticipated, incident-specific recovery challenges. For a non-Stafford Act incident, the AET can be called upon by the lead Federal official to perform an FDRC-RSF needs assessment. More details on the role of the AET can be found in the Key Operational Steps and Objectives section of this FIOP.

Recovery Coordination Group

This group supports the FDRC-RSF operation by establishing and managing coordination structures with RSF Field Coordinators, FEMA Program Areas, governmental partners, and the private sector to identify recovery resources, policies, and programs. The Recovery Coordination Group is focused on supporting efficient coordination for the identification of resources, policies, and programs. This group will be staffed by personnel from FEMA's NDRS Cadre.

Community Recovery Assistance Group

This group manages the delivery of recovery planning and capacity-building technical assistance activities to targeted, heavily impacted communities. It is staffed by personnel from FEMA's NDRS Cadre. The Community Recovery Assistance Group Supervisor will hold the dual title as the CPCB Field Coordinator. It is essential that the coordination function of CPCB be fully integrated and managed jointly with the technical assistance capabilities delivered by FEMA. Staff supporting the operation of the CPCB RSF are managed within the Community Recovery Assistance Group. In larger disasters, there may be two teams formed under the Community Recovery Assistance Group supervisor to ensure adequate focus and division of responsibility among the coordination function of CPCB and the FEMA technical assistance. Given the nature of this technical assistance, requiring potential significant commitment of resources and FDRC oversight of large field teams, the Community Recovery Assistance Group supervisor should be included in the FDRC's command staff.

Mission and Outreach Support Group

This group supports the FDRC's effort to develop community-based, interagency, and partnership outreach and communication approaches with local, state, tribal, territorial, and insular area partners. (This is distinct from the ESF #15 [External Affairs] mission to provide public information.) The group provides mission administrative support, manages all human resources activities, and helps to coordinate IAAs and MAs. This group will be staffed by FEMA's NDRS Cadre.

FEMA Regional Offices

FEMA Regional Offices coordinate with the RSFs to build relationships with the states and the local government personnel, agencies, and nongovernmental organizations involved with recovery operations. FEMA Regional Offices are the focal points for interagency recovery preparedness and planning. Regional Offices are also responsible for maintaining the FDRC Cadre in their Region and coordinating their disaster recovery staff responsible for supporting the implementation of the NDRF. The FEMA Regional Office maintains situational awareness, including the monitoring of imminent threats (e.g., before the landfall of a major hurricane) to be prepared for AET activities and FDRC designation/deployment, when necessary.

Regional Response Coordination Center

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

National-level Roles and Responsibilities

RSF National Coordinator

Each RSF Coordinating Agency has designated an official to serve as the RSF National Coordinator. The RSF National Coordinator will lead the RSF and support ongoing communication and coordination between the Primary Agencies and Supporting Organizations for the RSFs that assist in recovery. The RSF National Coordinator also assists the FDRC to support coordination and communication between the Federal agencies and corresponding local, state, tribal, territorial, and insular area authorities and nongovernmental and private sector organizations throughout the multiple phases of a disaster.

National Response Coordination Center –Recovery Planner

The FEMA National Disaster Recovery Planning Division (NDRPD) will position a Recovery Planner within the National Response Coordination Center (NRCC) upon its activation. The NRCC Recovery Planner will serve as the point of contact for all recovery activities on behalf of the NDRPD. This position is responsible for actively coordinating with the RSF National Coordinators after a disaster incident to maintain situational awareness, accessing relevant situational reports WebEOC, and Homeland Security Information Network information, requesting information from RSF member agencies, and assisting with the transition of activities from the Response operation to the Recovery operation.

National Disaster Recovery Planning Division

The FEMA NDRPD facilitates and coordinates RSF activities and recovery planning at the national level. The NDRPD is responsible for regular coordination with FDRCs and the Recovery Support Function Leadership Group (RSFLG) to include situational awareness activities and facilitation of

activations and deployments. The NDRPD will support the Regional offices in AET staffing activities and FDRC designation/deployment, when necessary. The Division will support the resolution of issues that have been elevated from the field/regional level or that have national implications. The NDRPD will monitor, collect, synthesize, and inform RSF Coordinating Agencies of potential and actual FDRC/RSF missions. These activities will supplement RSF-specific information channels. The Division will serve as a convener of the National RSF coordination elements to discuss recovery needs in the field.

National Disaster Recovery Support Cadre

The FEMA NDRS Cadre supports the FCO and FDRC in planning and executing matters concerning disaster recovery as it relates to the NDRF. The NDRS Cadre assists in facilitating disaster recovery coordination and collaboration among the local, state, tribal, territorial, insular area, and Federal governments, the private sector, nongovernmental organizations, and individuals. The NDRS Cadre assists Federal leadership in developing partnerships with stakeholders to support the LDRM and the SDRC/TDRC to facilitate disaster recovery in the impacted local, state, tribal, territorial, and insular areas. The NDRS Cadre is composed of reservists who have been qualified for specific support positions.

Office of Federal Disaster Coordination

The Office of Federal Disaster Coordination, within FEMA's Office of Response and Recovery, is responsible for the overall management, credentialing, and support of FEMA's field leadership cadres, including FCOs and FDRCs.

Recovery Support Function Leadership Group

The RSFLG is a national-level interagency body established to improve the effectiveness and unity of effort of coordinated Federal recovery support through the engagement of the interagency leadership in a forum designed for the exchange of relevant information and associated planning and decisionmaking. The RSFLG, through its membership and structure, is responsible for the coordination of Federal interagency guidance and policy implementation, and the oversight of appropriate planning efforts. In addition, RSFLG working groups provide a forum for resolving issues that encourage coordination of functions.

Organizational Structures for Recovery Management

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

Figure 2 provides a conceptual depiction of the key components of a typical FDRC-RSF management structure and its relationship to the FCO, SCO, and SDRC. The components of this management structure will vary depending on the scale and type of recovery support needs. Not all RSFs will be needed or appropriate to support every operation, nor will all of the other organizational components (e.g., Community Recovery Assistance Group) be necessary for every operation. This structure, or discrete components of the structure, may be employed by the lead Federal agency for

non-Stafford Act incidents. In such cases, the lead Federal agency will have the flexibility to apply this structure as they deem necessary.

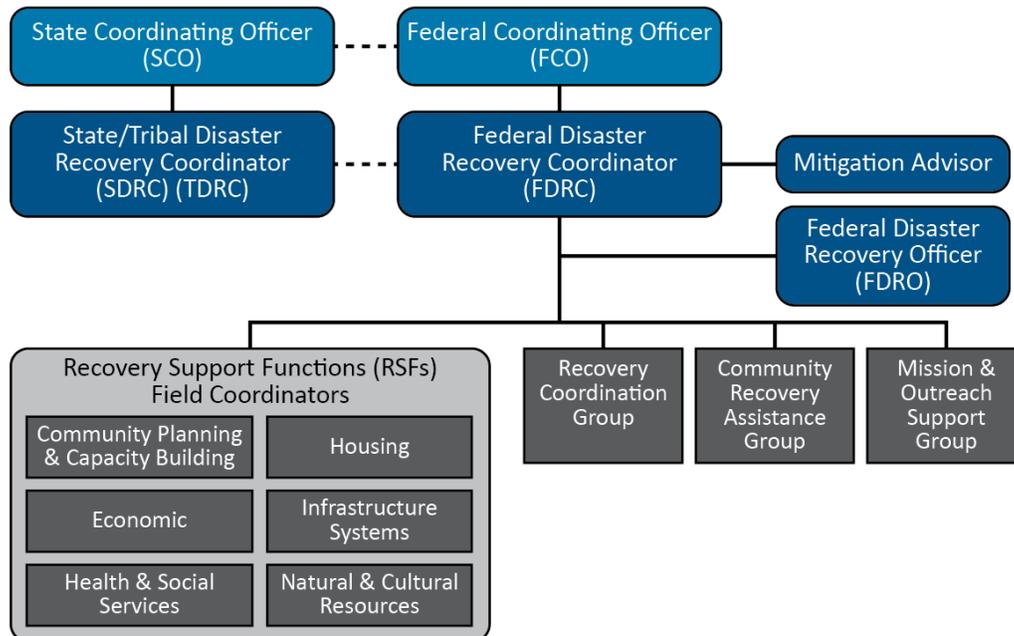


Figure 2: FDRC/RSF Management Structure Concept

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

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

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

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

The Recovery Coordination Group, Community Recovery Assistance Group and Mission and Outreach Support Group will work under the direction of the FDRC and manage various key functions. These groups will support the FDRC and RSF activities as needed. Additional detail on these groups is provided in the Operational Roles and Responsibilities section.

Adapting to the Scale of Disaster and Recovery Support Needs

The FDRC-RSF management structure is designed to be scalable and adaptable to a wide range of disasters. This allows for Federal recovery support to be responsive to any scale disaster and a wide range of recovery needs. While select RSFs can be applied to address the more narrow needs of a less complex disaster, a disaster of catastrophic scale will present multiple challenges and issues that would demand the full spectrum of RSF resources to be activated and deployed.

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

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

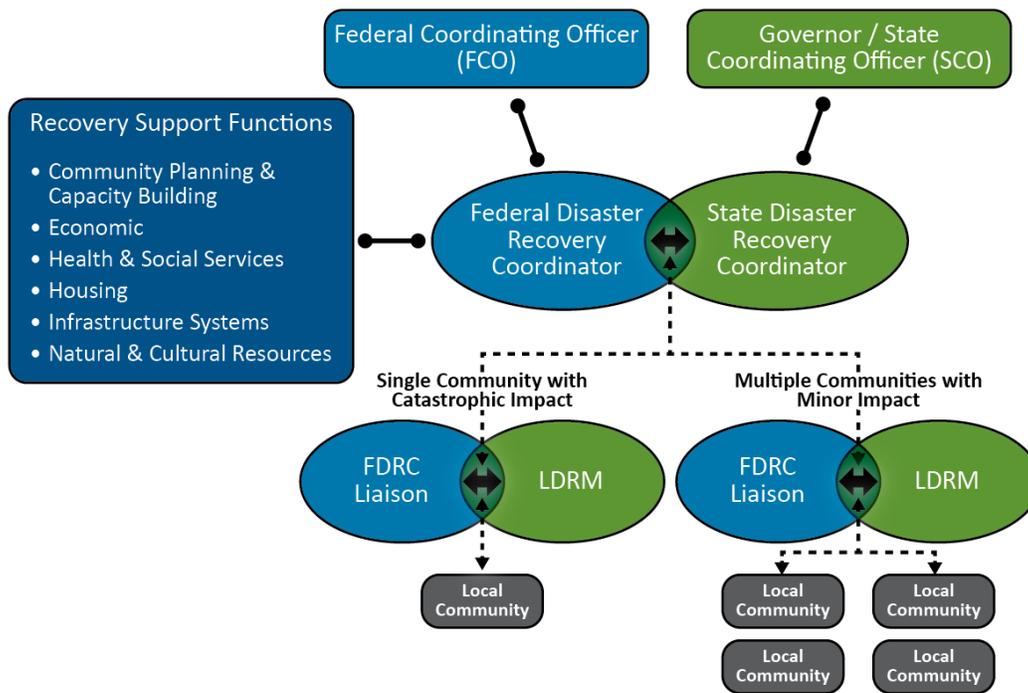


Figure 3: Adaptable Recovery Support Structure

From the onset of the operation and based on MSAs (described in more detail in the Key Operational Steps and Objectives section of this FIOP) and consultations with key stakeholders, the FDRC is responsible for adapting the management structure to meet local, state, tribal, territorial, and insular area priorities. The organizational structure will change over time as community needs—and their capacity to address those needs—change. This requires that the management structure be very dynamic in its ability to adapt to evolving needs.

Recovery needs will evolve over time, impacting the organizational structure. In most cases the length of the recovery effort will outlast the lifespan of the JFO. In this case, the structure will need to absorb some of the responsibilities addressed by the JFO elements (e.g., administrative and logistical components). The FDRC, in consultation with the FCO and SCO, will be responsible for

making those adjustments. Effectively, the FDRC-RSF Management Structure may start small, grow larger over time to address identified needs, and eventually scale back as local capacity to manage recovery improves.

The structures proposed in this section cover a wide range of scenarios that Federal recovery operations may confront when working toward achieving the Operational Coordination (Leadership) core capability. One potential scenario involves the prospect of a multi-state/multi-region catastrophic incident. An analysis of this scenario during development of the Recovery FIOP revealed that coordinating and managing recovery operations during a multi-state/multi-region disaster would present a significant challenge. The effective management and coordination of multiple FDRC-RSF operations will demand centralized coordinating bodies—such as the RRCC, NRCC, RSFLG—to set Federal priorities, resolve conflicting issues, and address resource allocation demands.

Operational Coordination

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

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

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

Efficient sharing of information is integral to successful coordination. This includes the flow of information between the FDRC and the RSFs; local, state, tribal, territorial, and insular area governments; and other operational components (e.g., Community Recovery Assistance Group and the FDRC Liaisons). Additionally, successful coordination includes the coordination of activities and resources between the Response and Recovery mission areas.

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

These meetings will set the stage for:

- Discussing and addressing local, state, tribal, territorial, and insular area objectives raised by the SDRC/TDRC and the LDRM(s)
- Providing strategic guidance and direction to RSFs

- Coordinating activities across RSFs
- Synchronizing RSF timelines
- Leveraging resources
- Identifying and resolving key recovery issues
- Coordinating participation by the whole community, including individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; and people with LEP
- Promoting the sharing of ideas and creative approaches for dealing with complex challenges
- Tracking and measuring progress
- Coordination with FEMA Voluntary Agency Liaison, ESF #6, and long-term recovery groups to address survivors' unmet disaster-related needs and participate in the overall community recovery effort.

Key Operational Steps and Objectives

While each Federal recovery support operation will be unique to the needs of local, state, tribal, territorial, and insular area partners, they will be structured around very similar key operational steps. Outlining the key operational steps helps to ensure that recovery stakeholders at all levels have a shared understanding of the sequence and synchronization of activities around which they can plan to operate. Additionally, employing a consistent structure from operation to operation allows stakeholders to derive best practices from past experiences and apply them to future operations. The steps listed below are designed to provide the flexibility necessary to address the unique recovery challenges of each incident while providing Federal recovery support in a consistent, timely, and efficient manner. They may also be applied to non-Stafford Act incident recovery efforts, per the direction of the lead Federal agency. Each recovery operation will have the following six key operational steps:

1. Monitoring and Situational Awareness
2. Advance Evaluation
3. FDRC and RSF Activation/Deployment
4. RSS Development
5. RSS Implementation
6. Transition and Return to Steady State Operations.

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

Figure 4 provides an illustration of the key steps; actions and outcomes; and a conceptual timeline of a prospective FDRC-RSF recovery support effort and will serve as a temporal and sequential reference for the steps described in the sections to follow. The actual timeline of the FDRC-RSF recovery support effort is determined by the achievement of the RSF goals in coordination with the FDRC.

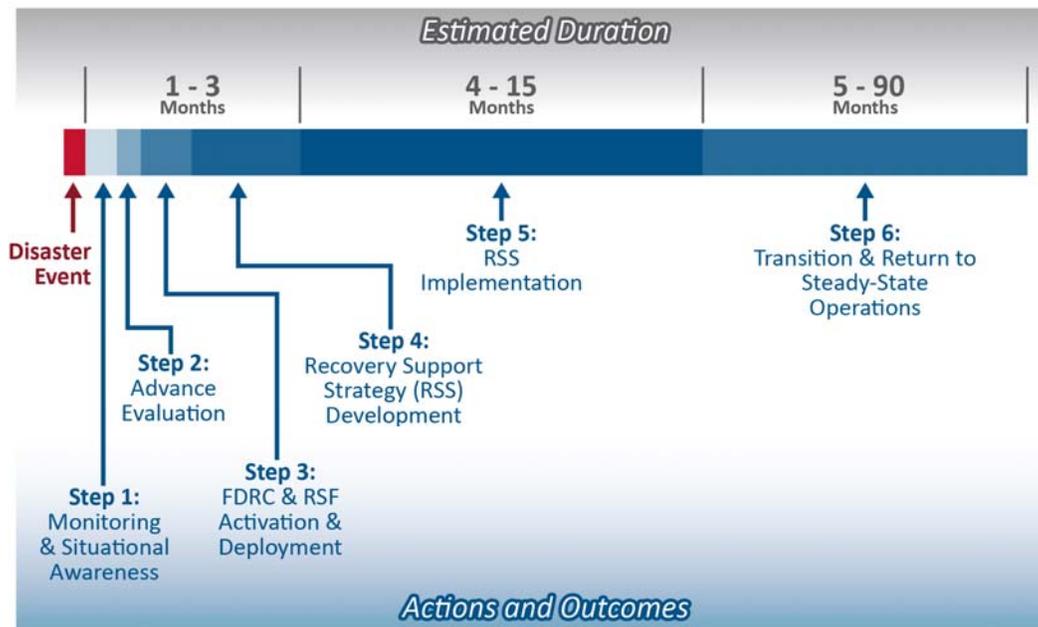


Figure 4: FDRC-RSF Timeline Example

Step 1: Monitoring and Situational Awareness

Throughout all steps of a recovery operation, situational awareness will be maintained. After an incident (or in anticipation of an imminent threat, e.g., hurricane) and prior to the formal designation of an FDRC, Federal agencies should maintain situational awareness at the national and regional levels. This allows national and regional assets to maintain an understanding of current conditions and potential recovery issues. This step is characterized by an elevated state of alertness by RSF member agencies, with a focus on potential recovery issues. The objective of the monitoring and situational awareness step is to describe the current and anticipated environment and potential impact on recovery operations.

Situational awareness encompasses six related activities:

- Recognizing that an incident may pose recovery challenges
- Reporting findings to the respective leadership and RSFs
- Reviewing all sources of available data
- Sharing Situational Report, Homeland Security Information Network, and WebEOC information
- Requesting information previously collected by the RSFs and/or information collected from regional agency staff
- Coordination of national RSF activities by the NDRPD.

During this step, the NDRPD will staff a Recovery Planner position at the NRCC who will contact and coordinate with RSF agencies and RRCC recovery planning teams to maintain situational awareness.

Step 2: Advance Evaluation

This step will follow shortly after the onset of Step 1 or may be conducted concurrently. The FEMA Regional Administrator may activate an FDRC, in coordination with an FCO. If the Regional

Administrator or FCO needs additional information to help determine whether the activation of an FDRC is warranted, the FCO can call upon an AET to conduct a rapid initial assessment to be completed over a period of five to seven working days. The objectives of the AET are to:

- Assist the FCO in determining if the activation of an FDRC is warranted
- Provide an initial recommendation on potential RSF activations
- Offer a first glimpse of potential recovery issues and challenges.

The FEMA Regional Office will maintain situational awareness, including the monitoring of imminent threats (e.g., before the landfall of a major hurricane) to be prepared for AET and FDRC designation/deployment, when necessary.

The AET unit is composed of a small number of individuals from the NDRS Cadre, Regional staff, or RSF coordinating, primary, or support departments or agencies, as appropriate, prepared to appraise anticipated recovery challenges. When available, the AET will use a wide-range of information sources, including:

- Information gathered from the RRCC during Step 1: Monitoring and Situational Awareness
- Input from Federal agencies already working in the field, potentially including RSF member agencies
- Nongovernmental and private sector organizations already working in the impacted area
- Existing preliminary damage assessment reports (PA, IA, and others)
- Input from local, state, tribal, territorial, and insular area governmental officials
- Input from JFO operational components, such as ESFs and IA, PA, and Mitigation Division staff
- An on-site visit to the impacted area when feasible.

AET considerations for recommending an FDRC deployment include:

- The affected states and communities have suffered significant impacts and have limited capacity to independently recover from these impacts.
- The disaster has created unique issues and challenges for recovery, reconstruction, and redevelopment, such that greater coordination of Federal recovery assets is required to meet particularly complex recovery issues that exceed local, state, tribal, territorial, and/or insular area capabilities.
- The scale of the disaster is so extensive that enhanced coordination of traditional and nontraditional recovery resource providers is anticipated.

The FCO will coordinate with the SCO, or if designated, the SDRC/TDRC when requesting an FDRC.

Alternatively, the FDRC may be activated and deployed in response to large-scale and catastrophic disasters that may fall under authorities other than the Stafford Act, such as: the Price-Anderson Act; Clean Water Act; the Oil Pollution Act; or the Comprehensive Environmental Response, Compensation, and Liability Act. In such cases, the appropriate lead Federal agency will be responsible for the identification and deployment of the FDRC. In the case of a large-scale, non-Stafford Act incident, the AET may also be called upon by the lead Federal official to perform an FDRC-RSF needs assessment.

FEMA will support the lead agency in activating and establishing the necessary recovery structures to support that incident. Funding arrangements and the parameters of the mission, including AET deployment, for these operations will be negotiated between the coordinating agency, FEMA, and any other deployed RSF agencies. For more information on supporting non-Stafford Act recovery operations, see the Enhanced Recovery Resources and Capability for Non-Stafford Act Events section of this FIOP and the Financial Management Support Annex to the NRF.

Step 3: Federal Disaster Recovery Coordinator and Recovery Support Function Activation and Deployment

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

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

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

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

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

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

- MAs
- IAAs or memorandums of understanding (MOUs), when appropriate
- Under other non-Stafford Act authorities, when appropriate. (In such cases, the protocols of the RSF agency and the lead Federal agency will apply.)

Overview of RSF activation:

- The AET or the FDRC will review, compile, and share assessment information from JFO operational components to identify potential recovery issues and help to inform the RSF-activation recommendation.
- The FDRC will coordinate with the relevant RSF National Coordinator(s) on the need for RSF activation(s), and if deployment is requested and approved, seek concurrence from the RSF National Coordinator on the scope and issuance of an MA by FEMA, in coordination with the FCO.

- Each RSF National Coordinator will identify and notify the corresponding Primary Agency and Supporting Organization representatives of their activation and potential MAs.
- The FDRC will drive data collection and information sharing across the activated RSFs, with support from the RSF National Coordinators and the NRCC Recovery Planner.
- Each activated RSF National Coordinator will continue to engage corresponding RSF agencies and their ESF agency counterparts and query their regional, field, and database assets to help develop a common operating picture. This will inform the RSF National Coordinator's development of the anticipated scope of impact.

Overview of RSF deployment:

- The FDRC, in coordination with the FCO, may issue MAs to relevant RSF agencies to support field deployment of appropriate personnel and resources.
- After deployment is accepted by the appropriate RSF Coordinating Agency's authorizing official, other RSF Primary Agency and Supporting Organization representatives may also be mission assigned. Upon acceptance by their corresponding authorizing official, the representatives may be asked to report to the JFO or other designated facility.
- RSF National Coordinators, in coordination with their Regional representatives and the Primary Agencies, will assign RSF Field Coordinators to field recovery operations, as necessary.
- The length of deployment of an RSF Field Coordinator and the field support required of each RSF will depend on the scope of disaster impacts and the agreed upon level of recovery support to be provided by specific RSF agencies.
- At the discretion of the FDRC, the Field Coordinator may operate remotely and/or out of their primary duty station, depending on the task assignment and agreed upon level of support.

Step 4: Recovery Support Strategy Development

The RSS is the document that provides the unified strategy or approach of the FDRC-RSF operation and describes specific steps that the FDRC and RSF agencies will use to support local, state, tribal, territorial, and insular area governments in identifying recovery needs and issues. The RSS is not a local, state, tribal, territorial, or insular area recovery plan. Rather, the RSS will detail the structure and protocols for coordinating Federal interagency recovery support. The RSS documents the needed assistance specific to the RSF member organizations.

The RSS identifies how the FDRC-RSF operation will contribute to each jurisdiction's attainment of the capacity needed to develop, coordinate, manage, lead, and implement their own community recovery plans and to help bridge resource gaps. The RSS will provide an anticipated timeline for engaging with disaster-impacted communities and the level, type, and duration of Federal support to be provided to each affected jurisdiction. Ultimately, the level of support provided will vary according to each community's capacity and the scale of the disaster impact it suffers.

The RSS is developed by the RSFs, under the leadership of the FDRC and in coordination with the SDRC/TDRC. While the RSS should generally align with the state objectives, it may contain other elements that may not be included in the state's list of needs and priorities. For those operations supporting a small number of communities, the LDRM(s) will also be engaged in the RSS process, unless the SDRC/TDRC establishes otherwise. Otherwise, the SDRC or TDRC will represent the needs and views of impacted communities. The FDRC will ensure that the RSS is completed in a timely manner, taking local, state, tribal, territorial, and insular area needs and program deadlines

into consideration. The NDRS Cadre will support the FDRC in the RSS development and implementation process.

The FDRC will employ a multi-step process to develop the RSS in the field. This multi-step process will be undertaken in coordination with the local, state, tribal, territorial, or insular area and is targeted for completion within 45 to 90 days of becoming mission capable. This target is notional. For the purposes of the Recovery FIOP, mission capable will refer to having the logistical, administrative, and operational field elements in place to enable the execution of the essential FDRC-RSF responsibilities necessary for the specific incident. The actual milestones and timeline for completing the process of scoping the recovery support mission and developing the RSS will be determined by the FDRC in consultation with the RSFs. Time sensitive recovery actions or other special recovery assignments may need to be undertaken by the FDRC and the RSF Field Coordinators in advance of completion of the multi-step process.

The development of the RSS will require focused engagement by each activated RSF agency and may require the issuance of MAs or IAAs. The RSS serves to integrate the resources of all RSFs into a cohesive, coordinated recovery support effort aimed at assisting communities to achieve their recovery goals.

The cornerstone of the RSS development process is the MSA. The MSA will summarize the key challenges and issues and is the first step in shaping the overall RSS. The MSA will also identify the jurisdiction(s) for which targeted recovery coordination support is appropriate and broadly describe the types and desired levels of support to be provided.

The purpose of the MSA is to:

- Assess recovery-related impacts in relation to existing capabilities at local, state, tribal, territorial, and insular area levels
- Identify which impacted jurisdictions will require enhanced Federal recovery support
- Identify gaps in resources which may or may not be filled by Federal support
- Determine the breadth of support needed from each RSF
- Identify issues and challenges.

The MSA is prepared by consolidating all available data and assessment reports (e.g., AET assessment, Preliminary Damage Assessments, Rapid Needs Assessments, ESF Reports, and other individual agency reports). The MSA will entail a high level of analysis of pre-incident trends and current conditions. It will use both quantitative and qualitative data.

Considerations pertaining to disaster-impacted individuals with disabilities and others with access and functional needs, individuals from racially and ethnically diverse backgrounds; individuals with LEP; seniors; members of underserved populations; and the unique needs of children should be included during the MSA process. When appropriate, the disaster impact to animals (see definition in Appendix A) should also be included in the assessment process.

The FDRC and the SDRC/TDRC will oversee the development of the MSA with technical support from the NDRS Cadre and input from the RSFs. The FDRC may use the MSA to refine or adjust their activation and deployment activities. The FDRC may also identify the general geographic areas and the functional sectors that will likely require a more in-depth analysis within the assessment.

As the MSA is being completed, the FDRC and staff will continue to develop relationships, maintain situational awareness, and engage in ground-validation for RSS refinement. Development of the MSA will require active engagement by each RSF agency, but will not necessarily require issuance

of MAs or deployment to the JFO. The RSS will be shared with and cleared by the departments and agencies included prior to its release.

Recovery Support Strategy Key Elements and Activities

The RSS development and execution process will integrate and synthesize the key elements and activities below. The performance of some elements may be concurrent with others.

- **Executive briefing/summary:** This element provides an executive-level summary of the RSS that can be used to brief high-level local, state, tribal, territorial, insular area, or other external recovery partners and announce the launch of the RSS implementation process.
- **Mission Scoping Assessment:** As described previously, this element will summarize the key challenges and issues and is the first step in shaping the overall RSS.
- **Identification of recovery goals and objectives:** The identification of the RSS Federal operational recovery support objectives will evolve from and should be aligned with local, state, tribal, territorial, and insular area recovery goals. Therefore local, state, tribal, territorial, and insular area recovery goals should be integrated into the RSS development process as soon as they are available.
- **RSF-specific support approaches:** This element refers to the identification of RSF-specific actions and approaches to address sector-specific challenges and issues. These actions and approaches need to be integrated into a cohesive strategy that takes into account the interdependencies and overarching implications of the proposed actions. Participating Federal departments and agencies approve the approach before it is integrated into the RSS to ensure they concur with the commitments included therein.
- **FDRC-RSF operations management plan:** This element outlines the administrative, logistical, staffing, and organizational elements necessary to support the FDRC-RSF management structure. This plan is primarily an internal document that will be developed early in the operation and will serve to inform how the FDRC-RSF operation will be supported.
- **Coordination and communication plan:** This element describes how the RSFs will coordinate and communicate with each other and how the RSFs will coordinate with local, state, tribal, territorial, and insular area recovery officials and organizations; voluntary, faith-based, and community organizations and service providers; and private sector stakeholders. Additionally, the approach will include how the FDRC, SDRC/TDRC, and RSFs disseminate information to external stakeholders.
- **Hazard mitigation strategy:** This element provides a platform for the Mitigation Advisor to work closely with the RSFs to integrate mitigation needs/opportunities and resources within the RSS. The Mitigation Advisor will coordinate with state, tribal, territorial, insular area, and JFO counterparts to build upon the Grantee's Hazard Mitigation Plan and JFO Mitigation Operational Strategy.
- **Approach for tracking recovery support:** This element will provide an estimated timeline that includes milestones for measuring achievement of RSS objectives. It will also describe how progress will be tracked during RSS implementation to ensure that necessary adjustments in Federal support are made to reflect evolving conditions and needs. Progress will be measured by completion of key tasks that are directly linked to the achievement of RSS objectives.
- **Periodic revision based on new conditions and evolving state/tribal/territorial/insular area and local needs:** The RSS is inherently dynamic and the RSS will periodically need revision to

ensure that it reflects the latest understanding of local, state, tribal, territorial, and insular area recovery needs. The FDRC, in coordination with the SDRC/TDRC, will review the RSS regularly to ensure it reflects current conditions. The RSS will be revised as milestones are achieved or levels of support needed shift as a result of new developments and evolving needs.

Additional details relating to the elements of and process for RSS development and implementation are provided in the RSS Development Guide.

Step 5: Recovery Support Strategy Implementation

Upon approval of the RSS by the SCO/TCO and the FCO, the FDRC and SDRC/TDRC will lead the implementation of the RSS in coordination with local, state, tribal, territorial, and insular area partners. As the conceptual timeline diagram in Figure 4 shows, the majority of time and effort implementing the RSS is dedicated to the recovery support field operation.

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

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

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

Recovery support efforts endeavor to build capacity while helping to address the issues and challenges of local jurisdictions. The level and type of coordination and technical assistance support can take many forms. These include:

- Advising on community managed recovery efforts
- Linking to funding sources (Federal, state/tribal/territorial/insular area, private, nonprofit) and other resources
- Providing on-site technical assistance for recovery planning
- Providing capacity-building and plan implementation support
- Identifying tasks, projects, and priorities
- Coordinating with Federal and regional stakeholders
- Sharing lessons learned and best practices from other communities and local leaders with similar disaster recovery experiences
- Sharing Federal and state/tribal/territorial/insular area data to support local planning efforts
- Coordinating with and among national, regional, local, and nongovernmental long-term recovery groups and the private sector
- Facilitating the development of recovery strategies and plans
- Enhancing understanding of Federal and other assistance by bringing needed expertise
- Developing a strategic approach for coordinating assistance and policies

- Promoting inclusiveness in recovery
- Advising on the incorporation of mitigation, sustainability, and resilience-building measures into recovery plans and implementation
- Facilitating access to existing Federal funding and solutions to address gaps and overlaps
- Identifying and sharing data to meet the needs of the whole community, including individuals with disabilities and others with access and functional needs (e.g., transportation, communication, sheltering, temporary housing).
- Identifying resource gaps which may or may not be filled by Federal support.

If the community requires additional technical expertise or on-site Federal agency support to address recovery issues, the FDRC will collaborate with the SDRC/TDRC and RSF Field Coordinators to identify sources of short-term remote support, or identify deployable personnel to engage with local, state, tribal, territorial, and insular area representatives. The FDRC will work with the RSF and the SDRC/TDRC to adapt the forms of Federal support to most effectively assist local, state, tribal, territorial, and insular area recovery structures. The FDRC will consult with the RSF Field Coordinators to make determinations on the duration and scope of recovery support.

Recovery Progress Tracking and Management

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

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

Step 6: Transition and Return to Steady State Operations

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

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

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

- The community completes its recovery planning process and creates a recovery plan.
- The community is on track to acquire the needed internal capability and external support for implementing and managing its recovery.

- Key tasks that are directly linked to the achievement of RSS strategic goals are complete.
- The coordination and technical assistance needed to accomplish the RSS objectives have been provided.
- The RSF agency's resources (capabilities/assets/funding) are exhausted or all available MA funding is expended.
- Transition plans have been successfully implemented for individuals with a variety of disabilities (e.g., mobility, sensory, intellectual, mental health) or other access and functional needs.

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

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

After RSF demobilization and after the transition of responsibilities has been taken over by the local, state, tribal, territorial, or insular area entity, private sector, or corresponding agency components, the FDRC may also demobilize and return to his/her region. After demobilization, the FDRC will maintain contact with and continue to be a resource for those communities that received Federal recovery support.

The FDRC will:

- Address, in coordination with appropriate departments and agencies, potential obstacles and needs that were not foreseen during the RSS planning process
- Monitor Federal support of the local recovery efforts to ensure that recovery support activities are moving as planned, which includes monitoring the efficiency and effectiveness of the approach used to support and implement recovery projects
- Document best practices to increase risk reduction and community resilience

- Monitor the Federal approach based on ongoing recovery needs and issues that may arise in the affected local, state, tribal, territorial, and insular area communities as they implement their recovery effort; communicate changes to local, state, tribal, territorial, and insular area leaders to ensure concurrence and minimize disruptions, if appropriate
- Host/facilitate coordination and after-action review meetings among Federal agencies; nongovernmental organizations; private sector partners; and local, state, tribal, territorial, and insular area recovery leaders, as needed, to share information, help avoid duplication, and identify gaps and issues affecting multiple agencies in the delivery of recovery assistance
- Continue in implementation and monitoring mode, providing coordination among agencies, as issues arise.

Figure 5 highlights the sequence of major operational activities and the key decision points in executing this sequence. The timeframes represented in Figure 5 are notional. The actual timelines will be determined by the FDRC and the SDRC/TDRC in close consultation with the RSF members.

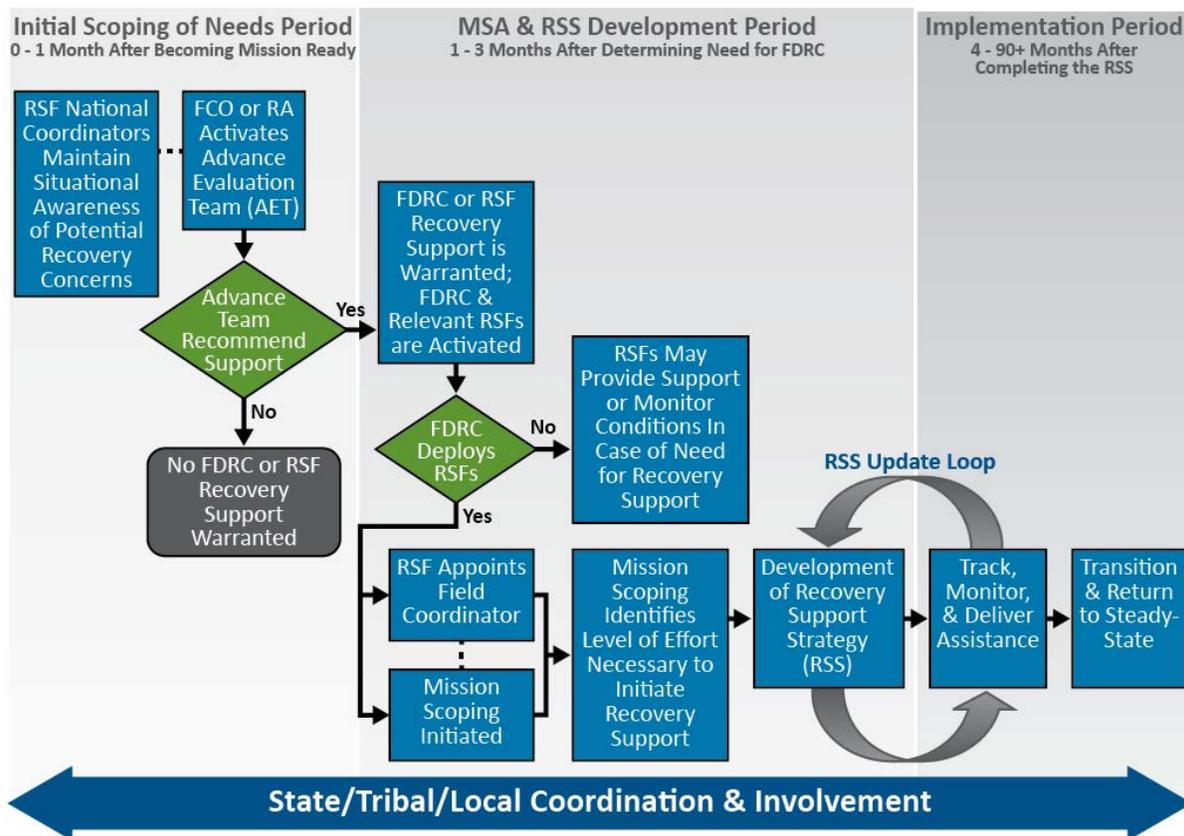


Figure 5: Major Post-disaster Operational Activities

Figure 6 illustrates the primary and secondary roles of the key players of the FDRC-RSF operational management structure relative to the six key operational steps and the major tasks within those steps.

	NRCC Recovery Planner	FEMA Regional Offices	RSF National Coordinator	AET	FCO	SCO	FDRC	SDRC/ TDRC	LDRM	Hazard Mitigation Advisor	RSF Field Coordinator	Mission Support
Monitoring & Situational Awareness	●	●	●									
Advance Evaluation		●	●	●	●	●	●	●	●			
AE Report		●	●	●	●	●	●	●	●			
FDRC & RSF Activation/Deployment			●		●	●	●	●				
RSS Development (e.g. MSA & other elements)			●		●	●	●	●	●	●	●	●
RSS Document					●	●	●	●	●	●	●	●
RSS Implementation					●	●	●	●	●	●	●	●
Transition to Steady-State					●	●	●	●	●		●	●

● Primary Role ● Support Role

Figure 6: Operational Steps and Task Roles

Enhanced Recovery Resources and Capability for Non-Stafford Act Events

Several Federal departments and agencies have authorities to declare specific types of disasters or emergencies apart from the Stafford Act. These authorities may be exercised independently of, concurrently with, or become part of a Federal interagency recovery effort. The NDRF constructs and principles may apply to all Presidentially declared major disasters. Additionally, many of its constructs and principles are equally valid for non-Stafford Act declared incidents that have significant recovery consequences. The FDRC and the RSF organizing structures outlined in the NDRF may be applied by the lead Federal official using existing applicable funding to any incident regardless of whether or not it results in a Presidential disaster declaration. These concepts may be called upon to support actual and anticipated recovery challenges on non-Stafford Act events.

For non-Stafford Act incidents, the lead Federal response or recovery agency designated in law or regulation will appoint an FDRC to coordinate recovery activities. Support may be requested of and provided by FEMA’s NDRPD. The FDRC may apply similar organizational concepts and structures as used during Stafford Act operations. In such instances, the FDRC-RSF recovery support management structure may inform the lead Federal official and strengthen the Federal recovery effort. Ultimately, the type of recovery support provided will be of a similar nature in non-Stafford Act incidents as that provided in Stafford Act incidents. This does not imply that the FDRC-RSF management structure will be applied to activities when there is no imminent incident or active recovery from an incident.

Public Information and Communications

During the Federal recovery support operation, all public information and communications is coordinated through ESF #15 (External Affairs) (which supports all RSFs). ESF #15 (External Affairs) unifies Federal EA support for all EA functional areas deployed to support an incident requiring a coordinated Federal response. ESF #15 (External Affairs) develops the strategic

communications and messaging plans and outreach strategies for disaster response and recovery. To be successful, public messaging must be created and adapted to the needs of the situation. ESF #15 (External Affairs) ensures that accurate, actionable information is shared with all external stakeholders, including the general public and media; local, state, tribal, territorial, and insular area partners; the private sector; nongovernmental organizations; and members of Congress and their staff. ESF #15 (External Affairs) also identifies communities with LEP and accessible communication needs and develops strategies and materials to communicate with all populations throughout the recovery phase. The lead Federal agency will coordinate the delivery of public information and communications support among the involved Federal agencies.

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

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

Recovery Preparedness Activities

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

- Maintaining situational awareness
- Developing, reviewing, updating, and exercising pre-disaster recovery plans and standard operating procedures to incorporate best practices and lessons learned
- Reviewing the readiness and deployment posture of personnel, resources, and logistics support systems
- For RSF Primary Agencies or Supporting Organizations, preparing the Federal RSFs at the national and regional levels to support and sustain the overall Federal coordinating structures as established through the NDRF
- Maintaining dialogue and communications among local, state, tribal, territorial, insular area, and Federal governments; the private sector; and nongovernmental organizations to strengthen relationships and identify shortfalls and needs
- Conducting forums necessary to ensure regular communication among Recovery partners (e.g., quarterly Regional Interagency Steering Committee meetings)
- Pre-designating key Federal officials and identifying recovery organizational structures (e.g., FDRCs and other key recovery staff)
- Establishing and maintaining training and credentialing programs for recovery staff, including FDRC professional development

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

Oversight, Plan Development, and Maintenance

This FIOP will be regularly reviewed to evaluate consistency with existing and new policies; evolving threats and hazards; and experience gained from use. Interagency partners will be engaged in the review and maintenance process for this FIOP. The first review of this FIOP will be completed no more than 18 months after its release, and subsequent reviews will be conducted on a quadrennial basis. The review and maintenance process may include developing incident-specific and classified annexes, which include the delivery schedule for federally coordinated assets and resources, as appropriate. The FIOP will be updated periodically, as required, to incorporate new executive guidance and statutory and procedural changes, as well as lessons learned from exercises and actual incidents. Significant updates to the Recovery FIOP will be vetted through a Federal senior-level interagency review process.

Authorities and References

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)—The Stafford Act describes the programs and processes by which the Federal Government provides disaster and emergency assistance to local, state, tribal, territorial, and insular area governments, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act is the primary source from which the FDRC derives his/her authority.

The FEMA Administrator and Regional Administrators can delegate to the FDRC any or all authorities typically delegated to an FCO.

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

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

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

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

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

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

Post-Katrina Emergency Management Reform Act—This act amended the Homeland Security Act and modified the Stafford Act with respect to the organizational structure, authorities, and responsibilities of FEMA and the FEMA Administrator. It enhanced FEMA's responsibilities and its authority within the Department of Homeland Security (DHS) and returned many preparedness functions to FEMA. According to the Act, FEMA leads the coordination of and supports the Nation in a risk-based, comprehensive emergency management system of preparedness, protection,

response, recovery, and mitigation.⁵ Under the Act, the FEMA Administrator reports directly to the Secretary of Homeland Security, and FEMA is a distinct entity within DHS.

Other Mission Area Frameworks—In addition to the Recovery mission area framework (the NDRF), there are frameworks for the other four mission areas: Prevention, Protection, Mitigation, and Response. The frameworks are the overall integrators for each mission area. They provide an action-oriented linkage between the policies outlined in PPD-8, the National Preparedness System, and the plans used to implement them. The frameworks are policy documents, not plans. Frameworks act as foundational guides for the development of plans in each mission area. These frameworks are not intended to, and do not, create any right or benefit, substantive or procedural, enforceable at law or equity, against the United States, its departments, agencies, or other entities, its officers or employees, or any other person.

Additional Relevant Authorities

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

- **The Economy Act.** 31 U.S.C. §§ 1535–1536 authorizes Federal agencies to provide goods or services, on a reimbursable basis, to other Federal agencies when more specific statutory authority does not exist.
- **Service First Legislation.** Section 330 of Public Law 106-291 as amended, authorizes the Secretaries of the Interior and Agriculture to make reciprocal delegations of their respective authorities, duties, and responsibilities in support of the Service First initiative agency wide to promote customer service and operational efficiency. The Service First authority may be used in place of the Economy Act to expedite interagency cooperation.
- **The National Emergencies Act.** 50 U.S.C. §§ 1601–1651 establishes procedures for a Presidential declaration of a national emergency and the termination of national emergencies by the President or Congress.
- **The Office of Federal Procurement Policy Act.** 41 U.S.C. § 423 authorizes emergency procurement authorities (1) in support of a contingency operation, or (2) to facilitate the defense against or recovery from a nuclear, biological, chemical, or radiological attack against the United States. See also Federal Acquisition Regulation Part 18.2.
- **The Emergency Federal Law Enforcement Assistance Act.** 42 U.S.C. § 10501 authorizes the Attorney General, in a law enforcement emergency and upon written request by a governor, to coordinate and deploy emergency Federal law enforcement assistance to local, state, tribal, territorial, and insular area law enforcement authorities.
- **Public Health Service Act.** 42 U.S.C. § 201 *et seq.* forms the foundation of the Department of Health and Human Services' (HHS') legal authority for responding to public health emergencies. It includes a section that empowers the Secretary of HHS to declare a Public Health Emergency if he or she determines, after consultation with such public health officials as may be necessary, that (1) a disease or disorder presents a public health emergency, or (2) a Public Health Emergency, including significant outbreaks of infectious diseases or bioterrorist attacks, otherwise exists.

⁵ Except for those activities that may interfere with the authority of the Attorney General or the Federal Bureau of Investigation Director, as described in PPD-8.

- **Price-Anderson Act.** 42 U.S.C. § 2210 is designed to ensure that adequate funds would be available to satisfy liability claims of members of the public for personal injury and property damage in the event of a nuclear accident involving a commercial nuclear power plant.
- **Clean Water Act.** 33 U.S.C. § 1251 *et seq.* employs a variety of regulatory and non-regulatory tools to reduce direct pollutant discharges into the Nation’s waterways, finance wastewater treatment facilities, and manage polluted runoff. It also gives the Environmental Protection Agency the authority to implement pollution control programs and to set wastewater standards for industry and limitations on contaminants in surface waters. The broader goal of the Act is to help restore and maintain the chemical, biological, and physical integrity of the Nation’s waters.
- **Oil Pollution Act.** 33 U.S.C. § 2701 *et seq.* amended the Clean Water Act and enhances the Nation’s ability to prevent and respond to oil spills by establishing a comprehensive regime to address oil discharges into U.S. navigable waters, including the provision of funds and resources necessary to respond to oil spills. The Act created the national Oil Spill Liability Trust Fund (replacing the revolving fund under Section 311(k) of the Clean Water Act), which is available to provide up to one billion dollars per spill incident. Additionally, the Act provides new requirements for contingency planning both by government and industry via the National Oil and Hazardous Substances Pollution Contingency Plan, 40 C.F.R. Part 300.
- **Comprehensive Environmental Response, Compensation, and Liability Act.** 42 U.S.C. § 9601 *et seq.*, commonly known as Superfund, provides broad Federal authority to respond directly to releases or threatened releases of hazardous substances and of pollutants or contaminants which may present an imminent and substantial danger to the public health or welfare. Response activities are conducted in accordance with the National Oil and Hazardous Substances Pollution Contingency Plan, a regulation applicable to all Federal agencies involved in responding to hazardous substance releases.

Recovery Support Function Annexes

The RSFs comprise the NDRF coordinating structure for key functional areas of recovery assistance. Their purpose is to integrate interagency resources and support local governments by facilitating problem solving, improving access to resources, and fostering coordination among local, state, tribal, territorial, and insular area partners; nongovernmental partners; the private sector; and stakeholders. The RSFs, created within the NDRF, bring together the core recovery capabilities of Federal departments and agencies and other Supporting Organizations—including those not active in emergency response—to focus on post-disaster recovery needs.

The RSFs are organized into six components: Community Planning and Capacity Building; Economic; Health and Social Services; Housing; Infrastructure Systems; and Natural and Cultural Resources. The National Preparedness Goal provides recovery capability targets for the whole of community that align with the six RSFs. The targets are not exclusive to any single level of government or organization, but rather require the combined efforts of the whole community. The RSFs will work to achieve those core capability targets within the range of their authorities, skills, resources, and context of the disaster. Table 4 provides the national capability targets for each RSF.

Table 4: Recovery Mission Area Core Capabilities and Capability Targets

Community Planning and Capacity Building RSF
<p>Core Capability: Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.</p>
<p>Capability Targets:</p> <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 RSF
<p>Core Capability: Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community.</p>
<p>Capability Targets:</p> <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 timeframe in the recovery plan.
Health and Social Services RSF
<p>Core Capability: Restore and improve health and social services networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.</p>
<p>Capability Targets:</p> <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 individuals with disabilities and others with access and functional needs and populations with LEP 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 RSF
<p>Core Capability: Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.</p>
<p>Capability Targets:</p> <ol style="list-style-type: none"> 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 timeframe in the recovery plan.

Infrastructure Systems RSF

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

Capability Targets:

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 RSF

Core Capability: Protect NCR and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and effective practices and in compliance with appropriate environmental and historic preservation laws and executive orders.

Capability Targets:

1. Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.
2. Mitigate the impacts to NCR, stabilize those resources, and preliminarily assess the impacts that identify needed protections during stabilization through recovery.
3. Complete an assessment of affected NCR and develop a timeline for addressing these impacts in a sustainable and resilient manner.
4. Preserve NCR 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.

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

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Annex A: Community Planning and Capacity Building Recovery Support Function

Purpose and Mission

The Community Planning and Capacity Building (CPCB) Recovery Support Function (RSF) and the five other RSFs are essential parts of the National Disaster Recovery Framework (NDRF). This annex to the NDRF's Interagency Operational Plan provides guidance to Federal-level CPCB RSF leadership, members, and potential partners. This document presents the mission of CPCB, its objectives, key activities and areas of support, and roles and capabilities of partners. Detailed operational and tactical guidance for Federal CPCB personnel is provided in CPCB RSF guidance documents.

Mission of the CPCB RSF

The mission of the CPCB RSF is to support and build recovery capacities and community planning resources of local, state, territorial, and tribal governments needed to effectively plan for, manage, and implement disaster recovery activities in large, unique, or catastrophic incidents.⁶ The CPCB RSF achieves this mission through the coordination of partner resources and expertise to build recovery capacities and inclusive community planning efforts.

CPCB Principles

The following principles guide CPCB activities in pursuit of its mission:

- Local and tribal governments are the primary decision makers driving community recovery.
- A systematic approach to recovery increases the likelihood of successful recovery, project implementation, and fiscal support.
- Local community recovery planning⁷ and recovery capacity building⁸ are essential for organizing, leading, and most importantly, sustaining long-term recovery activity.
- An integrated, holistic, accessible, and simplified recovery management and planning process provides a forum for community input, expedites sound decision making, and sustains implementation of recovery at the local level.
- Hazard mitigation and sustainability are emphasized during support efforts and integrated into overall CPCB planning and recovery activity.

⁶ CPCB RSF works through and supports the FDRC to achieve these aims. CPCB operates under the direction and management of the FDRC upon activation. During steady state, the CPCB RSF National Coordinator reports to the FEMA Director of the Recovery Division or their assignee.

⁷ Community recovery planning applies planning principles and processes to identify community needs, resources, and problems, and assist governments and citizens to make informed decisions on goals, policies, priorities, plans, programs, and methods of recovery implementation. These efforts are designed to create a physical, economic, and social environment in which the human activities desired by the members of the community may flourish after a disaster.

⁸ Community recovery capacity building refers to strengthening the skills, competencies, resources and abilities of people, governments and communities so they can adapt, lead and manage short and long-term community recovery processes effectively and efficiently.

Particularly in large, catastrophic, or unique disasters, local governments may need support to organize and identify resources for recovery planning. Local governments may face myriad challenges stemming from the disruption of systems of governance and management, the incursion of new financial concerns, and the absence of partners to fulfill recovery needs. These conditions may require resources and capacities that communities are often not prepared to fulfill.

The CPCB RSF supports the Federal Disaster Recovery Coordinator (FDRC) by conducting disaster assessments focusing on community planning and capacity challenges. CPCB works with states, communities and partners to develop an understanding of community systems after disaster and the potential need for CPCB coordinated support. Every recovery operation is unique. In coordination with state governments and other partners, CPCB develops recovery support strategies designed to help community systems recover in an organized, inclusive, planned, sustainable, and resilient manner.

Overview of CPCB RSF Partners

Table A-1: Members of the CPCB RSF

Coordinating Agency	Federal Emergency Management Agency
Primary Agency	Federal Emergency Management Agency
Supporting Departments and Agencies	American Red Cross Corporation for National and Community Service Delta Regional Authority Department of Agriculture Department of Commerce Department of Education Department of Health and Human Services Department of Homeland Security Department of Housing and Urban Development Department of the Interior Department of Justice Department of Transportation Department of the Treasury Environmental Protection Agency General Services Administration National Voluntary Organizations Active in Disaster Small Business Administration U.S. Access Board U.S. Army Corps of Engineers

Non-Federal Partners	<p>State, territorial, tribal, and local governments</p> <p>National governmental associations</p> <p>Nongovernmental organizations</p> <ul style="list-style-type: none"> ▪ Professional associations (such as the American Planning Association and International City County Management Association) ▪ Voluntary and community organizations and the private sector (such as business or civic leadership organizations or associations) ▪ Foundations ▪ Nonprofit entities with a CPCB-related mission
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Under the leadership and direction of the FDRC and coordinated with state counterparts, the CPCB RSF works closely with and coordinates the efforts of participating Federal, non-Federal, nongovernmental, private sector, and other organizations. These partners fulfill various roles and provide differing types of CPCB-related support. The terms in the preceding chart are defined below. Tables A-2, A-3 and A-4 of this Annex detail the specific functions of the Coordinating Agency, Primary Agency, and Supporting Agencies who partner with CPCB after a disaster.

Coordinating Agency

The key responsibility of the Coordinating Agency is to ensure effective communication and coordination between CPCB RSF Primary Agencies and Supporting Organizations, as well as with local, state, tribal, territorial, insular area, private, and nongovernmental partners and stakeholders. The role of the Coordinating Agency extends through preparedness and the overlapping response and recovery phases. When required, the Federal Emergency Management Agency (FEMA), as the Coordinating Agency, identifies the CPCB RSF Field Coordinator, who reports to the FDRC. The National CPCB RSF coordinator develops and maintains CPCB RSF national partnerships and develops additional guidance and resources to implement pre- and post-disaster responsibilities. The CPCB Regional Coordinator develops regional CPCB partnerships and develops region-specific procedures, plans, and guidance and works with states and communities within the associated region.

Primary Agencies

Primary Agencies are designated based on relevant authorities, roles, resources, or capabilities related to planning, preparedness, mitigation, or recovery support. As Primary Agencies, they are responsible for coordinating relevant Federal support, as appropriate, within an affected state or jurisdiction. This includes participating in or coordinating interagency assessments or support teams. The NDRF identifies FEMA as the CPCB RSF Primary Agency.

Supporting Departments and Agencies

Supporting Federal agencies have specific capabilities or resources that assist the Primary Agencies in executing the CPCB RSF mission. These agencies identify both disaster-related and regular programs with the responsibility or technical capability to support local leadership in capacity building and/or community planning.

Non-Federal Partners

These entities may include, but are not limited to nongovernmental organizations that provide technical assistance or financial support to local, state, tribal, territorial, and insular area governments for elements of the community planning process, capacity building, city or county management,

and/or leadership development. Nongovernmental organizations and private sector partners bring a wealth of perspectives and resources to support community recovery and can assist the CPCB RSF with pre-disaster identification of resources.

National Governmental Associations

Associations representing various levels of government are engaged by the CPCB National and Regional Coordinators to develop partnerships and coordinate support in pursuit of the CPCB mission. Examples of national governmental association partners may include the National Association of Regional Councils, National Association of Development Organizations, National Association of Counties, National League of Cities, or Council of State Community Development Agencies. Regional FEMA CPCB coordinators engage regional governmental counterparts.

Local, State, Tribal, Territorial, and Insular Area Governments

Through national and/or regional offices and FDRCs (when appointed for a specific disaster), FEMA and partner CPCB departments and agencies engage local, state, tribal, territorial and insular area governments in CPCB activities and coordination, both pre- and post-disaster. CPCB works closely with and through state, tribal, territorial, or insular area governments' disaster recovery coordinators to provide CPCB support to sub-state units of local government.

Nongovernmental and Private Sector Organization Partners

Diverse nongovernmental organization partners are invested in the development and delivery of community planning and capacity assistance to local governments. Primarily, CPCB works with associations that represent groups of organizations pre-disaster. However, given the number and variety of potential partners after an incident, all partners are welcome.

Objectives and Considerations

This section identifies key CPCB RSF considerations, objectives and broad strategies to address these objectives. This section provides more detail on how this Federal RSF will work to contribute to achieving the National Preparedness Goal targets. Specific key activities coordinated by CPCB are defined in further detail in the Critical Operational Activities and Tasks section. This section concludes with additional objectives and courses of action that may be appropriate for catastrophic disasters.

The CPCB RSF's focus on local primacy and community recovery processes helps the FDRC ensure appropriate Federal support through field-level engagement with local, state, tribal, territorial, and insular area governments. CPCB recovery support provides a forum to unify and coordinate expertise, assistance programs, and partner resources for community recovery planning and recovery capacity needs. CPCB assists states in developing systems of support for their communities, addressing gaps in local recovery capacity, and facilitating a long-term recovery planning process at the local level to aid in decision making across geographies (e.g., neighborhoods or adjoining jurisdictions) and sectors (e.g., housing, economy, infrastructure). CPCB provides support to promote the integration of hazard mitigation and sustainability into local decision making.

The activities and strategies identified in the NDRF for CPCB can be structured under three overarching objectives. These objectives and general strategies to achieve the objectives are identified in this section. A discussion of considerations that illustrate the importance and complexity of addressing the objectives follows this introduction. Outcome expectations are identified for each

objective. Further detail on the range of specific activities and tasks of CPCB is outlined in the Critical Operational Activities and Tasks section.

Considerations for Community Recovery Planning and Capacity Building

A successful disaster recovery starts with local governments because they know their communities and are positioned to lead the way forward. Local leaders are most familiar with the unique character of local people and place, are most accountable to constituents, and are best suited to lead disaster recovery. After a disaster, local, state, tribal, territorial, and insular area leaders must make tough choices to serve the long-term needs of their communities and their community members. Improved planning, clearly defined goals, and a shared vision of success can help give community leaders the leverage that they need to make difficult decisions that will advance the welfare of their constituents in the long-term, even if they are politically unpopular in the short-term. The inset box, “Keys to Community Recovery Success,” highlights lessons learned through prior community recovery planning and capacity building experiences.⁹

Keys to Community Recovery Success

Prepare for Recovery—It is critical to establish roles and responsibilities for government and the public sector as part of pre-disaster planning. A prepared community recognizes risks, and is more resilient.

Actively Plan—Planning maximizes the opportunities for communities to coordinate interrelated elements of housing, infrastructure, environment and culture and promote design and policy changes for future development. Effective decision making and organizational flexibility are needed.

Engage the Community—A successful public engagement process gives all community members and businesses in a disaster-impacted community a way to interact and provide their input on future development. It legitimizes the planning process, empowers community members, and gives the community ownership of the process.

Develop Partnerships, Networks, and Effective Coordination Strategies—A broad and connected network of public, private, and nonprofit entities is required to support community recovery. Stakeholders should coordinate and leverage resources, capitalize on local knowledge, and incorporate community needs throughout the recovery process.

Make Decisions and Manage Recovery Locally—Outside support may be required to build capacity and support local leadership, but the community must be prepared to take ownership and management of the recovery process.

Mitigate—An effective recovery will reduce risk and improve the long-term sustainability of the community. Hazard mitigation, risk reduction, and sustainability choices should be integrated into the decisions on recovery policy and reinvestment.

Act Quickly—Communities take advantage of the post-incident window of opportunity to assess and determine the future of the community.

Local governments have differing capacity from jurisdiction to jurisdiction, and some are not structured, trained, or sufficiently resourced to address long-term recovery. In addition, in large-scale disasters, these governments usually lose personnel, equipment, and tax revenue, diminishing their capacities just as they face larger and more complex challenges. In catastrophic disasters, the Federal

⁹ This information is drawn from the FEMA report “Lessons in Community Recovery”, April 2012, which is available on the NDRF Web site.

Government usually makes a major investment in reconstruction and redevelopment, but this assistance is often managed by overburdened local, state, tribal, territorial, and insular area partners. A modest investment in the capacity of these partners, through time-limited staffing, technical assistance, or planning support can yield substantial savings in improved coordination, better long-term community outcomes, and reduced waste.

The post-disaster period can be one of reinvention and reconfiguration for communities, presenting many opportunities including the integration of hazard mitigation and sustainability principles. Sustainability, in social, economic, and environmental sectors, is a growing priority for Federal, local, state, tribal, territorial, and insular area governments. Many new programs and resources are becoming available that need to be coordinated and integrated into planning processes to strengthen communities as they recover.

Governments alone cannot carry the entire responsibility of planning for disasters. Like all aspects of recovery, planning must build on a partnership with nonprofits, private sector entities, philanthropic organizations, and community members—all of whom should be incorporated into the process. As community-wide recovery planning efforts are conducted, the relationships built between participants can dramatically strengthen a community's capacity to recover, which is greatly determined by their capacity to organize, plan a path forward and access the required resources to execute this plan. To successfully manage disaster recovery, jurisdictions often need expertise in areas such as community redevelopment, environmental restoration, and hazard mitigation. Most jurisdictions do not have the diversity of skill sets or quantity of staff to properly jumpstart recovery. To build the post-disaster recovery capacity of local, state, tribal, territorial, and insular area governments, CPCB partners can collaborate to support post-disaster planning and increased staffing needs.

Evaluating Community Conditions and Sharing Information

The effect a disaster has on communities and governments will vary in nature and extent and will, in turn, affect recovery strategies and support. Disaster impacts may range from limited or single-sector impacts in some communities, to community-wide, multi-sector impacts in the hardest-hit areas. Gathering summary-level information on the varying impacts and comparing it against potential local recovery planning and capacity limitations is essential for CPCB agencies and organizations that are concerned with targeting various forms of recovery planning and local capacity assistance.

Pre-existing trends present in communities, such as a declining tax base or population, or the strength of the housing market can be important factors to consider for recovery planners and capacity partner experts. A large array of information may be available regarding community planning and capacity conditions; however that information may not be readily accessible to CPCB partners. Coordination and assembly of this information not only allows the state and communities to make informed decisions about recovery, it can also affect how recovery planning and capacity support and assistance is provided across neighboring jurisdictions, regions, and states.

While there is often a small subset of jurisdictions in any given disaster that takes the brunt of the major impact, there is a need to ensure consideration of the full range of communities within an impacted area. A clear evaluation and sharing of information on all communities in a disaster area ensures that the unique planning and capacity needs of communities can be addressed by CPCB partner agencies and organizations.

Coordinating Programs, Partners and Resources for CPCB

Larger and more complex disasters require a greater degree of coordination of planning efforts between local governments and regional governments. Within large urban jurisdictions,

neighborhood-based planning must also effectively link within a larger city and region. This adds a higher level of complexity to recovery support strategies, with additional state, Federal, and nongovernmental organization partners and requirements to consider.

Federal programs, including those created through disaster supplemental funding appropriations, may have requirements for various plans, action plans, strategies, or other similar documents that ask communities to set goals, objectives, priorities, policies, and actions. The confluence of these multiple and sometimes conflicting or overlapping requirements can strain government resources or result in missed opportunities. This can result in less-than-optimal planning for successful recovery. Equally, gaps in planning requirements or resources can result in lack of attention to key issues relevant to recovery planning.

Nongovernmental, private sector, professional, and governmental associations have significant, valuable resources to contribute to CPCB efforts after a disaster.

Disaster recovery should focus not only on quickly restoring basic functions, but also on building resiliency and sustainability by making choices that reduce future risks. Communities are often inclined to rebuild in the same manner as before, on the same sites with the same materials. However, they remain subject to the same vulnerabilities exposed by the disaster. Hazard mitigation considerations should be a key component of post-disaster recovery planning and capacity assistance. Agencies and partners should coordinate activities, messages, and support to ensure that mitigation is adequately reflected in programs and policies, and support to communities reduces future risk whenever possible.

CPCB Support Objective: Evaluate and Share Information on Community Conditions and CPCB Challenges Throughout Disaster Area

Support Strategies

- Assist states and partner organizations in identifying and sharing relevant information about the condition of communities.
- Conduct an assessment of the conditions of communities throughout the disaster area identifying pre-existing issues, baseline information and trends that may affect recovery. Analyze this information in the context of disaster impacts, including those on community capacity.

Intended Outcomes

- Production of the three components of the CPCB mission scoping assessment (MSA): the Community Conditions Assessment, CPCB Disaster Challenges and Opportunity Assessment, and the FEMA Community Recovery Technical Assistance Assessment and Recommendation (see the Assessment section for further definition of these assessment activities).
- Improved visibility and situational awareness.
- Availability of CPCB baseline data and information to partners for support, coordination, and use in planning activities.

CPCB Support Objective: Coordinate, Resolve Conflicts, Leverage and Optimize Use of Recovery Planning and Local Capacity Assistance Federal and Non-Federal Partner Resources

Support Strategies

- Identify and communicate available resources of agencies and partner organizations to local, state, tribal, territorial, and insular area communities.
- Facilitate effective coordination, leveraging, and delivery of CPCB-related resources, including those of partners' organizations, to best match the range of community needs across the disaster-affected area.
- Identify, track, and resolve potential gaps, conflicts, overlaps or challenges in Federal programs providing support in CPCB areas of capacity and recovery management or that have planning resources or requirements placed on local governments.

Intended Outcomes

- Enhanced interagency coordination of resources, requirements, and support for building community capacity and community recovery planning.
- Effective use of Federal and non-Federal funding and resources for capacity building and planning.
- Expeditionary recovery at the local level through faster and better sequenced Federal planning resources and requirements.
- Improved policies and decision making with integrated planning across levels of government, better reflecting hazard mitigation principles and strategies.

CPCB Support Objective: Aid Communities in Identifying, Securing and Utilizing Needed Capacity to Lead, Plan, Manage and Implement Recovery

Support Strategies

- Facilitate access to capacity, leadership, planning, management, and implementation assistance resources (financial, personnel, and technical) of partner organizations.
- Provide recovery capacity, leadership, planning, management, or implementation technical assistance personnel through Federal authorities, where the nature of impact and limited capacity and available resources warrant this support.

Intended Outcomes

- An improved planning process that ensures a more effective and efficient use of Federal, state, nongovernmental organization, and private sector funds.
- Communities are able to shorten the timeline and improve specific recovery outcomes through more effective decision making and management.
- Integration of various types of information into recovery planning and decision making activities at the local level including socioeconomic and demographic data, risk assessment mitigation data, information about individuals with disabilities and others with access and functional needs,

populations with limited English proficiency (LEP), and racially and ethnically diverse communities.

- Increased community-wide support, ownership, and understanding of sustainability and resiliency principles applicable to the opportunities presented during disaster recovery.

Catastrophic Disaster Considerations

Described below are two overarching challenges that the CPCB RSF may face in addressing disaster recovery, along with potential courses of action to address each challenge.

Challenge 1: Regional Decision Making Structures

Catastrophic disasters will likely result in multi-jurisdictional impacts across a region. The regional leadership and decision making structures and partnership efforts normally practiced or necessary prior to the disaster, will be insufficient for the massive rebuilding that will require re-evaluation of regional infrastructure, housing markets, social services, and shifting of major employers and the tax base. These catastrophic impacts will require strengthening regional leadership, decision making, and coordination among intergovernmental entities such that outside assistance is often needed.

Beginning shortly after an incident, long-range planning for recovery will require additional coordination, particularly with regard to planning for interim housing and transition to permanent housing, long-term services restoration, and business resumption. With significant reconstruction and major changes in demographics, land use, and business expected significant additional regional effort will be required for long-term planning decision making and policy setting.

Overcoming this challenge will mean encouraging regional collaboration and the formation of regional intergovernmental planning and coordination structures, processes, and organizations.

Areas of focus will most likely include reconfiguration of regional infrastructure; economic, housing, healthcare, and transportation decision making; and coordination structures.

Challenge 2: Inadequate Recovery Capacity and Planning Support Mechanisms

As with Challenge 1, capacity for recovery planning (including land use, mitigation, housing, infrastructure, economic, and all other forms of local planning) and for implementing and managing recovery through long-term recovery in local, county or regional units of government will be insufficient for the massive reconstruction of a major metro area or of a widespread, heavily impacted non-metro area in a catastrophic disaster. The tax base is likely to be greatly constrained at such a time, further limiting the remaining available pre-disaster capacity for planning and long-term recovery management at the local or state level.

The key to overcoming this challenge will be to coordinate a Federal, state, and national-level nongovernmental organization and private sector effort to provide resources for a local and regional intergovernmental long-term community recovery planning program and build recovery management capacities during and following planning support.

Achieving this objective will require a focus on development of the affected states' preference for a long-term community recovery planning program consistent across a larger number of jurisdictions and will require coordination with Federal agencies that may be in receipt of supplemental appropriations.

Additionally, it will also require that issues of base local capacity to carry out key governmental functions necessary to manage recovery are evaluated and that adequate resources are available to local governments. Areas of concern include damage assessment, building permitting and inspection,

and other services and functions of local government necessary to facilitate recovery and reconstruction.

Common Operational Steps for Addressing Catastrophic Disaster Considerations:

- Identify scope of potential regional impacts that may require coordination of complex regional intergovernmental (intrastate among metropolitan, county, and municipal governments) or related intrastate metropolitan planning issues related to decision making, planning, and policy coordination. Interstate planning and coordination challenges will require support from and coordination among FDRCs for multiple disasters across state lines.
- Identify existing regional organizations (councils of government or regional planning agencies) that serve the disaster area and state capability, law, policies, and plans for regional planning or policy and decision making. Meet with regional/local city/county managers and/or chief elected officials to determine the status of local resources.
- Convene Federal interagency partners with major programs, resources, or policies that will affect regional redevelopment and recovery planning to identify programs, roles, challenges, and opportunities with programs supporting regional and local planning in the affected area.
- Support the FDRC, State Disaster Recovery Coordinators (SDRCs), and Local Disaster Recovery Managers (LDRMs) in convening regional intergovernmental leadership and facilitating identification of challenges, gaps, overlaps, resource needs, and need for support in development of regional recovery planning, coordination, or management structures.
- Identify organizations that have a role in regional collaboration and coordination; such as regional foundations, professional associations, or chambers of commerce. Work with national organizations to mobilize resources and participation in intergovernmental regional recovery planning or capacity assistance efforts.
- Identify action items to resolve programmatic challenges or to facilitate resources to address identified needs. Gather information from local elected/appointed leaders and stakeholders, to include information on their knowledge of agencies and organizations that provide regional collaboration and coordination.
- Develop joint measures of recovery progress for development and implementation of recovery plans and resolution of local, regional and intergovernmental issues with state, Federal, and nongovernmental organization partners.

Critical Operational Activities and Tasks

This section identifies the range of specific critical activities and tasks CPCB RSF may pursue and describes the CPCB disaster concept of operations consistent with the Recovery Federal Interagency Operational Plan (FIOP). This section also identifies linkages with the National Response Framework (NRF) activities and with other RSFs.

Pre-Disaster Preparedness

Post-disaster recovery is most effective when efforts are made prior to a disaster to organize resources and systems, develop partnerships, identify needs and undertake recovery planning and preparedness. CPCB works with program areas within FEMA such as the National Preparedness Directorate, Grant Programs Directorate, Recovery Directorate, and the Federal Insurance and Mitigation Administration to coordinate assistance to local, state, tribal, territorial, and insular area

communities to prepare for disasters, develop capabilities, build resilience, build partnerships, and integrate hazard mitigation and sustainability principles in planning for disaster recovery. CPCB also works with Supporting Organizations and nongovernmental organization partners to coordinate resources and activities to further facilitate the integration of recovery preparedness, planning and resilience-building measures into pre-disaster programs, and efforts of partners. Examples of pre-disaster activities the CPCB RSF may undertake include, but are not limited to:

Coordination

- Serve as a coordinating body between CPCB partners to better align resources to support preparation and planning for disaster recovery by state, territorial, tribal, and local governments, and nongovernmental organization partners.
- Build Federal and partner recovery capability through national- and regional-level coordination.

Resource and Guidance Development

- Identify CPCB partner agencies, programs, and capabilities at the Federal, national, and regional levels.
- Identify specific program resources and assistance capabilities of partner agencies and organizations and encourage them to make information available through the National Disaster Recovery Programs database at <http://www.fema.gov/ndrpd>.
- Facilitate development of pre- and post-disaster guidance, tools, training, and resources for community recovery planning and capacity building.
- Gather and disseminate pre- and post-disaster “lessons learned” and “best practices” in recovery planning and capacity development.
- Aid the coordination of Federal department and agency capabilities and resources to support disaster recovery planning and capacity assistance to local, state, tribal, territorial, and insular area governments and private and nongovernmental organization partners.

Partnership Development

- Aid local, state, tribal, territorial, and insular area communities to develop and maintain partnerships with Federal agency extension programs, universities, national professional associations, private sector organizations, and nongovernmental organizations in order to facilitate recovery capacity building activities and expansion of resources available to communities after a disaster.
- Develop national and regional partnerships with CPCB nongovernmental, nonprofit, and private sector organizations.

Readiness and Staffing

- Prepare community recovery disaster reservists under the National Disaster Recovery Support (NDRS) Cadre before a disaster, under FEMA’s Stafford Act authorities.

The CPCB RSF is responsible for the development of qualified Federal personnel capable of carrying out CPCB coordination roles, functioning as jurisdiction-based community recovery technical assistance teams, and providing long-term community recovery planning and community recovery capacity support where necessary and appropriate. CPCB partner agencies also maintain rosters of subject matter experts and program experts that can support disaster-impacted jurisdictions, as necessary. FEMA may enter into pre-disaster agreements in an effort to identify areas of mutual

understanding with Federal or non-Federal partners and to support deployment of personnel as members of CPCB coordination or technical assistance teams.

Training

- Train and prepare FEMA and interagency partners for participation in CPCB RSF community planning and capacity building activities.
- Coordinate training for partners on topics such as long-term community recovery planning processes, smart growth, hazard mitigation planning, sustainability, resilience, and intergovernmental coordination.

Post-Disaster Recovery

The CPCB RSF uses a strategic and collaborative approach to aid local, state, tribal, territorial, and insular area governments to secure or develop adequate capacity and recovery planning support to lead recovery efforts after a major disaster. This section of the Annex describes the following critical tasks and activities the CPCB RSF undertakes in support of an FDRC:

- Activation and Deployment
- Assessments
- Supporting Recovery Support Strategy (RSS) Development
- CPCB Coordination and Technical Assistance
- Communication and Information Sharing
- Transition and Demobilization.

Specific mission objectives, support strategies, timelines, and outcomes are identified by the FDRC and RSF leadership, based on field realities. These are documented in the RSS as well as CPCB management documents.

Activation and Deployment

After an incident, the Federal Coordinating Officer may request an advance evaluation early in an incident to determine the need for appointment of an FDRC and deployment of RSFs. Additional Federal personnel may be asked to support this advance evaluation, including staff with CPCB qualifications.

The CPCB RSF may be activated at the request of the appointed FDRC. Upon receiving the request to activate, FEMA, as the Coordinating Agency, assists the FDRC in identifying and activating other CPCB RSF Primary and Supporting Agencies and organizations, as needed, to support activities such as the preparation of assessment reports. If it is later determined that the disaster incident does not require the support of the CPCB RSF, the Coordinating Agency will work with the FDRC and other RSFs to deactivate some or all members of the CPCB RSF, ensuring that the state or local governments have sufficient information to implement NDRF principles should they so desire.

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

Assessments

RSFs support the FDRC in development of an MSA and an RSS. The MSA will determine the impacts, concerns, and needs that may require various levels of recovery support. Objectives, strategies, actions, and timelines to address those gaps and needs are detailed in the RSS.

Under the direction of an FDRC, CPCB plays an important role in the development of the MSA and the RSS by aggregating and analyzing data pertaining to governmental capacity and general socioeconomic conditions of disaster-affected communities. CPCB develops three assessment components that it contributes to the FDRCs preparation of the MSA (described below). The CPCB components of the MSA provide the information and analysis to guide the development of CPCB support strategies and serves as the base of information for identifying CPCB issues and needs. The CPCB elements of the RSS then provide a picture of the recovery challenges faced by local, regional, state, tribal, territorial, and insular area governments and the corresponding support needed to address these recovery planning and capacity challenges. The RSS outlines the strategy, approach, actions and timeline Federal agencies will take to support state, territorial, tribal, and local government recovery efforts.

CPCB produces three assessment components that feed into the FDRC's preparation of the overall disaster MSA as follows.

1. **The Community Conditions Assessment** is a broad effort to develop and display comparable data across the entire disaster area and profiles of communities affected by the incident for use by CPCB partners to maintain holistic situational awareness of all impacted communities. This assessment may often begin during the Advance Evaluation Team and evolve. It continues to be used throughout the operation. This assessment is an aggregation of basic data that enables CPCB and its partners to understand the relative magnitude of impacts and potential planning and capacity data points for those affected jurisdictions. This assessment is focused on gathering and display of simple information for wide usage and does not draw conclusions or result in recommendations. It should be prepared and distributed early in an incident after CPCB is activated and be enhanced with additional or more accurate data as the event progresses.

CPCB RSF activities and tasks in support of the Community Conditions Assessment may include efforts to:

- Gather information for situational awareness on organizational challenges, planning needs, and recovery capacity among units of local government across the disaster area from the SDRC, community leaders, and member agencies and partners
 - Identify data reflecting the range of complex potential impacts in communities in the entire disaster area
 - Aggregate information on conditions, capacities, and impacts in all jurisdictions affected by the incident into a simple useable format. Information is drawn from FEMA data, partner data, public data, and field visits
 - Prepare summary profiles of conditions and potential limitations in the most impacted jurisdictions.
2. **The CPCB Disaster Challenges and Opportunities Assessment** is an identification of cross-cutting CPCB disaster issues, potential partners, opportunities, considerations, and challenges affecting multiple communities. It allows CPCB partners to coordinate policy and programs. This assessment is largely qualitative.

CPCB RSF activities under the Disaster Challenges and Opportunities Assessment may include efforts to:

- Identify CPCB recovery partners and potential CPCB resources available in/for the affected area, including relevant Federal programs
- Identify local planning and capacity needs and priorities through utilization of existing planning and coordination documents, such as local and state mitigation plans, economic development strategies, and regional plans.
- Identify needs and opportunities for utilizing the subject matter expertise of the Mitigation Advisor to the FDRC and efforts of the FEMA Mitigation Strategy prepared by the Hazard Mitigation Branch, in conjunction with the state, to inform mitigation elements and activities of the CPCB recovery assessments, and help identify potential issues and opportunities to integrate mitigation into local recovery process
- Identify specific communities of concern to CPCB partner organizations and support activities of partner organizations in these communities and potential state and community support activities of CPCB partner organizations
- Identify needs and opportunities for support to the state, if appropriate, for establishment of a CPCB coordination and community planning and capacity support activity
- Evaluate Federal support activities for potential gaps, conflicts or overlaps in CPCB resources
- Identify issues needing further analysis, action, or resolution and the responsible entity/entities for resolution.

3. **The FEMA Community Recovery Technical Assistance Assessment and Recommendation** defines communities where FEMA, under authorities in Stafford Act § 402 (3)(F) (codified at 42 U.S.C. § 5170a(3)(F)) may provide technical and advisory assistance to states and local governments and other partners to provide recovery planning and other targeted recovery capacity and planning technical assistance to the most heavily challenged communities.

CPCB RSF activities and tasks under this assessment may include efforts to:

- Identify communities with limited capacity, pre-existing issues, and/or significant planning challenges that may benefit from FEMA community recovery technical assistance
- Identify and evaluate strategies for integration of CPCB partner support activities with FEMA community recovery technical assistance support.
- Analyze extraordinarily impacted or limited-capacity communities and, for the most heavily affected or challenged communities, recommend to the FDRC and SDRC long-term recovery planning and community recovery technical assistance utilizing FEMA's authorities. (FEMA technical assistance is only provided where state and other partner resources are not sufficient or the level of impact and need is extraordinary.)

Recovery Support Strategy

CPCB provides the elements of the RSS that, 1) evaluate the condition of communities with respect to local government capacity and the ability of partners to aid in planning and managing recovery, 2) present strategies for community recovery planning and capacity coordination, and 3) outline community recovery planning and capacity technical assistance to be provided. All three CPCB objectives are addressed in the RSS. CPCB may also assist the FDRC by advising other RSFs on

their contributions to the RSS, and vice-versa, with respect to interface with and support of local government planning and recovery management processes. CPCB anticipates several iterations of update and refinement to the RSS once communities are engaged in dialogue or as communities begin to organize and undertake recovery planning.

Planning and capacity technical assistance for disaster-impacted jurisdictions is scalable and adaptable and flows from the SDRC's request for assistance to communities. This CPCB support is documented in and broadly managed from the RSS. The level of technical assistance is based on pre-existing local capacity, the level of disaster impact, and the resources and role of the state, territorial, and tribal governments and nongovernmental organization partners in recovery. The level of coordinated assistance must be continually evaluated and revised, as the recovery progresses, to account for the increased participation and capabilities of partners.

CPCB SUPPORT OBJECTIVE: Evaluate and Share Information on Community Conditions and Community Planning/Capacity Building Challenges Throughout Disaster Area

SUPPORT STRATEGIES:

- Assist states and partner organizations in identifying relevant information and sharing that information on the condition of communities.
- Conduct an assessment of the conditions of communities through the disaster area identifying pre-existing issues, baseline information and trends that may affect recovery, considered in conjunction with the issues of community capacity.

Scope of Critical Tasks and Activities

Examples of the type of evaluation and information sharing support activities the CPCB RSF can provide in partnership with local, state, tribal, territorial, insular area, Federal agencies, and other partners include, but are not limited to:

- Identify and share information on governmental planning and capacity impacts, challenges, and needs.
- Identify the range and significance of the disaster impacts on local governments and assess the ability of local, regional, state, tribal, territorial, and insular area governments to organize, plan, and manage recovery in the impacted area.
- Coordinate field assessments and surveys of local government capacities and gaps.
- Provide a forum for nongovernmental organization partners to share information regarding planning and capacity challenges and the needs of local governments and community organizations.
- Evaluate information regarding socially, economically, and other traditionally underserved populations; seniors; those with disabilities and others with access and functional needs; populations with LEP; and racially and ethnically diverse communities.
- Maintain and update the Community Conditions Assessment and the Disaster Challenges and Opportunities Assessment as needed.
- In conjunction with CPCB partners, update these reports throughout the life of the support operation to maintain situational awareness, facilitate focus among partners, and use for continuous analysis of emerging issues or needs.

CPCB SUPPORT OBJECTIVE: Coordinate, Resolve Conflicts, Leverage, and Optimize Use of CPCB Federal and Non-Federal Partner Resources

SUPPORT STRATEGIES:

- Identify and communicate available resources of agencies and partner organizations to local, state, tribal, territorial, insular area, private, and nongovernmental organization partners.
- Facilitate effective coordination and leveraging of the delivery of CPCB-related resources of partner organizations to best match with the range of community needs across the disaster-affected area.
- Identify, track, and resolve potential gaps, conflicts, overlaps, or challenges in Federal programs providing support in CPCB areas of capacity and recovery management or that have planning resources or planning requirements placed on local governments.

Scope of Critical Tasks and Activities

Examples of the type of recovery planning and capacity building coordination support activities the CPCB RSF can provide in partnership with local, state, tribal, territorial, insular area, Federal, private and nongovernmental organization partners include, but are not limited to:

▪ Resource identification.

Convene Federal and non-Federal partners to identify the range of support available for community recovery planning and capacity needs. Facilitate partner updates to programs in the National Disaster Recovery Programs Database for CPCB resources. Develop resources and communication products to make the most important CPCB information available to communities.

▪ Coordinate training and preparation of CPCB interagency partners.

Coordinate training for Federal interagency RSF partners on long-term community recovery planning, smart growth planning, hazard mitigation planning, sustainability, resiliency, and intergovernmental coordination.

▪ Identify and track resolution of gaps and conflicts regarding Federal planning requirements for local governments.

Inventory and assess status of Federal assistance programs related to CPCB subjects. Facilitate Federal, state, territorial, tribal, and interagency problem solving to develop strategies to coordinate agency planning requirements. Identify and track resolution of major gaps and conflicts in multiple Federal planning requirements and assistance programs, as well as programs that support and build community capacity and recovery management.

▪ Coordinate deployment of partner resources to support CPCB related activities.

Apply and leverage interagency and partner planning and capacity assistance capabilities. Assist local, state, tribal, territorial, and insular area communities in the development of recovery planning technical assistance teams. Facilitate the integration of nongovernmental organization partner resources into CPCB-related assistance efforts. Through the coordination of the FDRC, oversee the deployment and management of Federal long-term community recovery planning technical assistance teams.

- Coordinate application of sustainability and hazard mitigation planning principles across Federal interagency CPCB recovery activities.

Organize Federal interagency planning resources to leverage capabilities and opportunities to integrate these principles into the wide array of local recovery planning and investment decisions. Identify and coordinate availability and access to tools and technical assistance for local, state, tribal, territorial, and insular area governments to integrate these principles into recovery decision making.

- Partnership development.

Aid local, state, tribal, territorial, and insular area stakeholders to develop partnerships and organizational structures with Federal agency extension programs, universities, national professional associations, the private sector, and nongovernmental organizations in order to facilitate recovery capability building and to expand resources related to planning and recovery capacity that are available to communities after a disaster.

Assist in the development of local leadership capacity and institutions that can play a lead role in recovery.

- Capture and coordinate after-action recommendations to facilitate resolution of Federal interagency CPCB issues.

Evaluate Federal interagency efforts to provide planning and capacity building technical assistance, leverage programs, and resolve challenges in the CPCB area of interest. Coordinate interagency efforts to address after-action recommendations. Develop lessons learned and best practices regarding CPCB areas of support.

CPCB SUPPORT OBJECTIVE: Aid Communities in identifying, securing and utilizing needed capacity to lead, plan, manage, and implement recovery

SUPPORT STRATEGIES:

- Facilitate access to capacity, leadership, planning, management and implementation assistance resources (financial, personnel, technical) of partner organizations.
- Provide recovery capacity, leadership, planning, management, or implementation technical assistance personnel through Federal authorities, where the nature of impact and limited capacity and available resources warrant this support.

Scope of Critical Tasks and Activities

Examples of the type of community recovery support the CPCB RSF can provide in partnership with local, state, tribal, territorial, insular area, Federal, private, and nongovernmental organization partners includes, but is not limited to:

- Resource Access

Provide support to heavily challenged communities to access Federal, state, and other community planning and capacity resources.

- Training, Mentoring, and Targeted Technical Assistance

Facilitate access to opportunities for leadership training and development to build recovery capacity and resilience among local governmental and nongovernmental organization community leadership.

Facilitate peer-to-peer assistance between governmental entities and other communities' leaders to improve information sharing, capacity building and leadership in state, territorial, tribal, and local government recovery planning and management.

Facilitate access to and provision of technical assistance support and information to communities in a variety of specific recovery planning and community capacity areas, including recovery management, land use and community development, hazard mitigation planning, building codes, financial and grants management, development of community-based or nonprofit organizations, hazard mitigation, sustainability, resiliency, and partnership development. Provide tools, references, best practices, and other technical assistance on recovery planning, capacity, and management. Deliver workshops and conduct other targeted technical assistance to aid communities in utilizing tools or developing their own capability.

- Hazard Mitigation and Sustainability

Provide technical assistance to help communities integrate mitigation strategies and issues and sustainability principles and considerations into local long-term community recovery planning and decision making processes. Facilitate the access to risk assessment information and provide technical assistance in conducting or updating risk assessment information to aid communities with critical recovery priorities.

- Stakeholder Engagement

Aid local, state, tribal, territorial, and insular area governments to identify and integrate the consideration of all affected stakeholders into planning processes to include diverse populations such as socially, economically, and other traditionally underserved populations; seniors; children; people with LEP; those from religious, racial, and ethnically diverse backgrounds and individuals with disabilities and others with access and functional needs.

Assist local leadership in developing strategies for establishing a process for effective information exchange and communication within and among communities to maximize involvement and participation in the recovery efforts.

- Recovery Planning and Capacity Building Technical Assistance

Coordinate the field-level provision of technical assistance partners, personnel, and teams including recovery planning technical assistance support for establishment of recovery capacity in a variety of state, territorial, tribal, insular area, city, and/or county functional areas. Examples of these functional areas may include: city and recovery management, hazard mitigation and risk assessment, floodplain management, damage assessment, building inspection and permitting, recovery planning and decision making, and stakeholder engagement.

Support the FDRC by overseeing FEMA's provision of direct technical assistance for long-term community recovery planning and recovery management capacity assistance for uniquely or heavily impacted local, state, tribal, territorial and insular area jurisdictions. This support is a supplement to available local, state, tribal, territorial, insular area, Federal, or nongovernmental organization resources.

CPCB Coordination and Technical Assistance

RSF activities center on coordination of recovery resources to help ensure the right type of assistance is provided to impacted communities at the right time and the desired recovery outcome is achieved.

These activities evolve through three overlapping phases: short-term, intermediate, and long-term.

While these three phases of activities may have different starting points, duration and peaks, they are

likely to overlap as illustrated in Figure A-1. CPCB manages its deployment in phases of activity, including the MSA, recovery support phase, transition and demobilization.



Figure A-1: Conceptual Timeline of Disaster Recovery

Within each phase are activities coordinated, supported, and monitored by the CPCB RSF.

- Short-Term (0–6 months)
 - Early recovery management capacity assistance (interim recovery activities for organizing, structuring, and managing recovery).
 - Evaluate activities, capacity, impacts on, and needs of local governments associated with other Stafford Act Programs (Individual Assistance [IA], Public Assistance [PA], Mitigation, and other Federal programs acting on their own authority).
 - Assessment of impacts and potential needs for planning and capacity technical assistance.
 - Identification of available recovery planning and capacity resources.
 - Early recovery planning, community engagement, capacity building, and technical assistance to highly impacted communities.
 - Partnership identification and formulation.
- Intermediate (6 Months–1 Year)
 - Recovery management organization development.
 - Capacity building for recovery management, including development of organizations at local, state, tribal, territorial, and insular area levels to transition long-term management of CPCB associated activity.
 - Identification of recovery planning and capacity resources.
 - Partnership formalization and implementation.
 - Detailed or specific recovery planning, capacity building and technical assistance.
- Long-Term (1 Year–ongoing)
 - Capacity building for recovery management, including development of organizations at local, state, tribal, territorial, and insular area level to transition long-term management of CPCB associated activity.
 - Redevelopment planning and design.
 - Resource identification and coordination.
 - Project implementation, grants, and financial management.

- Partnership implementation and refinement and development of long-term redevelopment partnerships.

Communication and Information Sharing

Throughout the recovery process, the CPCB RSF field coordinator:

- Works through and communicates with the appropriate state, territorial, or tribal government recovery coordinator all CPCB activities interacting with their respective communities
- Coordinates activities and information with the Coordination Group under the FDRC
- Draws on support of Emergency Support Function (ESF) #15 (External Affairs), the FEMA External Affairs Officer, Equal Rights Officer, the Private Sector Coordinator, and the Disability Integration Advisor to aid and facilitate external CPCB communications. Access to effective communication is critical to successful disaster recovery
- Coordinates and facilitates the exchange of information on community conditions and capacities in the affected area with partners and other RSFs
- Coordinates the provision of information on planning, hazard mitigation, and capacity building resources to units of local, state, tribal, territorial, and insular area government
- Identifies supplemental, new, or modified regulations or programs under development to address the CPCB-related disaster needs or other changes or waivers that may benefit or adversely affect states and communities
- Coordinate through the FEMA Voluntary Agency Liaison and ESF #6 with local recovery committees and/or long-term recovery groups to engage them and address participation in overall community recovery efforts
- Elevates irresolvable CPCB-related issues to the FDRC
- Identifies non-Federal partners and other potentially interested nongovernmental organization partners that can assist communities with recovery
- Helps recovery planning technical assistance crews communicate, through the FDRC Liaisons under the Coordination Group, needs for additional support by other RSFs for integration into community recovery planning technical activities
- Tracks and reports status of issue resolution and technical assistance support to communities.

Transition and Demobilization

In pursuing its mission, CPCB supports the LDRM; it is the local community and its leaders who lead and guide the community planning and capacity building activities. Immediately following a disaster, a community grappling with recovery may be unable to fully execute this role. In this early phase, CPCB support may be more extensive in order to fill these gaps. However, as recovery activities manifest, it may become more feasible for local community members to fulfill leadership positions in recovery planning and capacity building activities.

The CPCB RSF supports the FDRC in preparing for the transition of Federal recovery support to local, state, tribal, territorial and insular area government entities as well as local or regional Federal agency offices, when necessary. CPCB advises the FDRC and other RSFs on the sufficiency of local, state, tribal, territorial and insular area capacity to lead, plan, manage, and execute their long-term community recovery objectives. A transition strategy is developed early in a CPCB engagement. It is coordinated among all partners and communicated to all interested parties, including the local

community. This strategy may detail key points in recovery that indicate local, state, tribal, territorial, insular area, nongovernmental organization, and private sector partners have established or re-established the ability to operate without direct support from Federal CPCB personnel.

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

Linkages and Interdependencies

The work of CPCB is a holistic endeavor. Community planning and capacity building are broad-based, over-arching activities that integrate various aspects of a community, such as the environment, the economy, housing, infrastructure, and social services. Supporting successful recovery planning efforts depends upon maximizing connections and understanding interdependencies among RSFs and local processes. For example, planning the recovery of infrastructure systems can be dependent upon environmental constraints, local economic demand for that system, social considerations, and many other factors. CPCB also interacts with elements under the NRF that have support roles, or that bridge between short term, interim, and long-term recovery.

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

Functional/Operational Component	Area or Scope of Linkage/Dependency
ESFs	Situational information and damage assessment information will be gathered to develop community assessment components. Field level and community interactions will be coordinated with similar elements, particularly under ESF #3 (Public Works and Engineering), ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), ESF #8 (Public Health and Medical Services), ESF #11 (Agriculture and Natural Resources), and ESF #15 (External Affairs).
All RSFs	FDRC Liaisons serve as the primary conduit of information from RSFs to local recovery managers. A CPCB coordinated community recovery assistance crew would work closely with the assigned FDRC Liaison to coordinate engagement of RSFs in any supported local recovery planning activity.
Economic RSF	Community planning and capacity building for economic recovery are important elements within the mission of the Economic RSF. CPCB coordination and support for local planning processes is linked and should be coordinated with local, regional planning commissions and regional economic development organizations' planning activities of Economic RSF and its agencies.

Functional/Operational Component	Area or Scope of Linkage/Dependency
Housing RSF	The Housing RSF, along with its major sources of funding through the Department of Housing and Urban Development's Community Development Block Grant (CDBG) program and the Department of Agriculture's (USDA's) various housing programs has significant engagement with local, state, tribal, territorial and insular area governments concerning planning for housing and a variety of populations served by government supported housing programs. CPCB coordination and support for local planning processes is linked and should be coordinated with local planning activities of the Housing RSF.
Infrastructure RSF	Reconstruction of major infrastructure system will require significant local, metropolitan and regional planning. CPCB coordination and support for local planning processes is linked and should be coordinated with the activities of this RSF.
Health and Social Services RSF	Health and Social Services (H&SS) is likely to intersect with CPCB RSF in areas involving major impacts to a local government or tribal areas, or where significant physical reconfiguration of the health care support infrastructure is possible. Several H&SS RSF partners provide capacity support to local governments that should be coordinated with CPCB coordination and support for local processes and capacity. H&SS RSF partners may be instrumental in providing guidance to local governments on engaging with and communicating to diverse populations.
Natural and Cultural Resources RSF	Natural and cultural resource issues often become substantial planning challenges for local governments, and in particular historic properties and districts. Some Natural and Cultural Resources RSF natural resources stakeholders will likely be dual participants in the CPCB regarding focus on hazard mitigation and sustainability.

Roles and Capabilities

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

Field-Level Management Structure

The CPCB RSF Field Coordinator and the Community Recovery Assistance Group supports the FDRC with the establishment and management of CPCB coordination activities and community recovery planning and technical assistance crews. These Community Recovery Assistance crew teams support the objectives identified by CPCB Field Coordinator and the FDRC in coordination with SDRC and the LDRMs. FDRC Liaisons support these field crews by facilitating RSF partners' engagement in local planning processes ensuring integration, and leveraging capabilities through a comprehensive, multi-sector planning process.

CPCB RSF Internal Management Structure

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

When activated for a disaster or deployed to the field, the CPCB RSF operates under the direction of the FDRC. The CPCB RSF Field Coordinator is designated to be the CPCB leader in the field. The CPCB RSF is supported by the Community Recovery Assistance Group, under the FDRC, to manage geographically dispersed field crew teams. The FEMA headquarters and regional CPCB coordinators convene RSF member agencies to support field operations, act on issues raised by the CPCB Field Coordinator or FDRC, build partnerships with non-Federal organizations, and proactively address emerging issues.

CPCB RSF Agency Functions

Table A–3: RSF Coordinating Agency Functions

Coordinating Agency	Functions
Federal Emergency Management Agency	<ul style="list-style-type: none"> ▪ Provides the leadership, management, support, technical and subject matter expert staff needed to accomplish the CPCB mission. This includes the CPCB National Coordinator and Regional Coordinators. ▪ Manages a coordination forum for non-Federal partners to participate in CPCB operational coordination and information sharing pre- and post-disaster. ▪ Maintains communication within the CPCB RSF and with other RSFs pre- and post-disaster, and facilitates sharing of operational and disaster information relevant to CPCB. ▪ Represents CPCB RSF at the Joint Field Office (JFO) and at the state and Federal levels. ▪ Initiates the activation and deployment of recovery personnel by a partner agency by issuing a mission assignment to that agency. ▪ Monitors supported and implemented recovery programs.

Coordinating Agency	Functions
Federal Emergency Management Agency (continued)	<ul style="list-style-type: none"> ▪ Under FEMA authorities as Primary Agency: <ul style="list-style-type: none"> • Manages the NDRS Cadre of disaster reservists that staff FDRC and CPCB JFO operations. • Provides technical and advisory assistance to affected local, state, tribal, territorial and insular area governments for the performance of essential community services, and for recovery activities, including disaster impact assessments and planning.¹⁰ • Provides Voluntary Agency Liaison support to State voluntary agencies, including but not limited to their Voluntary Organizations Active in Disaster, and assist in the formation of Long-Term Recovery Groups (LTRGs) • Provides Hazard Mitigation grants and technical assistance, including the Hazard Mitigation Grant Program. • Provides preparedness grants and technical assistance, including the Homeland Security Grant Program and Emergency Management Performance Grants • Provides disaster assistance through the PA and IA programs.

Table A–4: RSF Primary Agency Functions

Primary Agency	Functions
Federal Emergency Management Agency	See Table A–3.

Table A–5: RSF Supporting Organization Functions¹¹

Supporting Organization	Functions
Corporation for National and Community Service	<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.

¹⁰ FEMA authority under Stafford Act § 402(3)(A),(F) (codified at 42 U.S.C. § 5170a(3)(A),(F)).

¹¹ This table does not include an exhaustive list of agencies and functions.

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

Supporting Organization	Functions
<p>Department of Health and Human Services</p>	<ul style="list-style-type: none"> ▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure. ▪ Provides technical assistance regarding program eligibility, application processes and project requirements for Department of Health and Human Services programs as applicable under existing authorities. ▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community. ▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.
<p>Department of Homeland Security</p>	<ul style="list-style-type: none"> ▪ Civil Rights and Civil Liberties—Provide guidance and coordinate resources to assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination on account of race, color, national origin (including LEP), religion, sex, age, disability, or other characteristics. ▪ Infrastructure Protection—Communicate with relevant stakeholder networks, coordinate with relevant Federal interagency and nongovernmental organization partners, and participate in the impact assessment protocol. ▪ Assist in the prioritization and restoration of critical infrastructure.
<p>Department of Housing and Urban Development</p>	<ul style="list-style-type: none"> ▪ Administers funding for recovery planning and projects under the CDBG Program. ▪ Provides assistance for housing, neighborhood stabilization, infrastructure, mortgage financing, and public housing repair and reconstruction. ▪ Assists in projects to promote the restoration or creation of inclusive, sustainable communities.
<p>Department of the Interior</p>	<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.
<p>Department of Justice</p>	<ul style="list-style-type: none"> ▪ Ensures and supports the fair, impartial, efficient, and transparent administration of justice at the local, state, tribal, territorial, and insular area levels. ▪ Protects rights and prevents abuses wherever needed in coordination with disaster recovery partners. ▪ As appropriate, through the NDRF, ensures individuals are protected through law and order during phases of recovery.

Supporting Organization	Functions
Department of Transportation	<ul style="list-style-type: none"> ▪ Administers transportation assistance programs and 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.
Department of the Treasury	<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 Capacity Building Initiative, which provides alternative models of business development and finance. ▪ Provides other community development programs and funding such as Financing Healthy Foods, which promotes the availability of healthy food options in distressed communities.
Environmental Protection Agency	<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.
General Services Administration	<ul style="list-style-type: none"> ▪ Provides supplies, facility space, telecommunications support, transportation services, and contracting services through a centralized acquisition channel.
Small Business Administration	<ul style="list-style-type: none"> ▪ Administers funding and programs to promote the economic health of businesses and the communities in which they operate. ▪ Provides low-interest, post-disaster loans to individuals and families.

Related Resources

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

Other important documents that provide guidance on community planning and capacity building include:

- Long-Term Community Recovery Planning Process: A Self Help Guide (FEMA), December 2005
- Lessons in Community Recovery: Seven Years of ESF #14 Long-Term Community Recovery from 2004 to 2011 (FEMA), April 2012
- Recovery planning courses from the Emergency Management Institute (FEMA)
- Mitigation and sustainability publications from the Mitigation Directorate, such as Planning for a Sustainable Future: The Link Between Hazard Mitigation and Livability (FEMA 364), Rebuilding for a More Sustainable Future and the Mitigation Planning How-To series (FEMA 365)

- Memorandum of Agreement between FEMA and the Environmental Protection Agency, Incorporating Sustainability and Smart Growth into Communities' Hazard Mitigation and Long-Term Disaster Recovery Efforts (FEMA and Environmental Protection Agency, May 2010)
- Planning for Post-Disaster Recovery and Reconstruction, (American Planning Association, PAS Report 483/484, 1998)
- Long-Term Community Recovery Tool Kit (Council of State Community Development Agencies, June 2008)

Hazard Mitigation: Integrating Best Practices into Planning (American Planning Association PAS 560, 2010)

Annex B: Economic Recovery Support Function

Purpose and Mission

Purpose

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

- An overall understanding of the Economic RSF mission and recovery operations
- An overview of its relationship to other RSFs and the Federal Disaster Recovery Coordinator (FDRC)
- An outline for coordination with State/Tribal/Territorial Disaster Recovery Coordinator, Local Disaster Recovery Manager, and the private sector.

Mission

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

Overview of Partners

Table B-1: Members of the Economic RSF

Coordinating Agency	Department of Commerce
Primary Agencies	Department of Agriculture Department of Commerce Department of Homeland Security Department of Labor Department of the Treasury Federal Emergency Management Agency Small Business Administration
Supporting Organizations	Corporation for National and Community Service Delta Regional Authority Department of Health and Human Services Department of Housing and Urban Development Department of the Interior Environmental Protection Agency

Objectives

As an annex to the Recovery Federal Interagency Operational Plan, the Economic RSF establishes a process for information sharing and coordination to better leverage the delivery of available resources. Ultimately, this RSF will seek to:

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

Critical Tasks and Activities

Pre-Disaster Preparedness

Pre-Disaster Recovery Planning is Key

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

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

Building Disaster-Resilient Economies

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

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

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

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

Promoting Resiliency

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

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

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

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

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

Post-Disaster Recovery

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

Short-Term

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

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

Intermediate

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

Long-Term

- Providing economic impact assessments once damage assessments are completed, as appropriate.
- Continuing recovery investments initiated in the short-term and intermediate phases.
- Supporting community efforts to define and pursue the establishment of a “new normal” in the local economy.
- Continued facilitation and investment in economic diversification initiatives.
- Phasing in tax and regulatory relief requirements.
- Provide support to local, state, tribal, territorial, and insular area governments in the incorporation of after-action recommendations and lessons learned into their community planning efforts.

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

RSF Operations

Convening Recovery Support Function

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

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

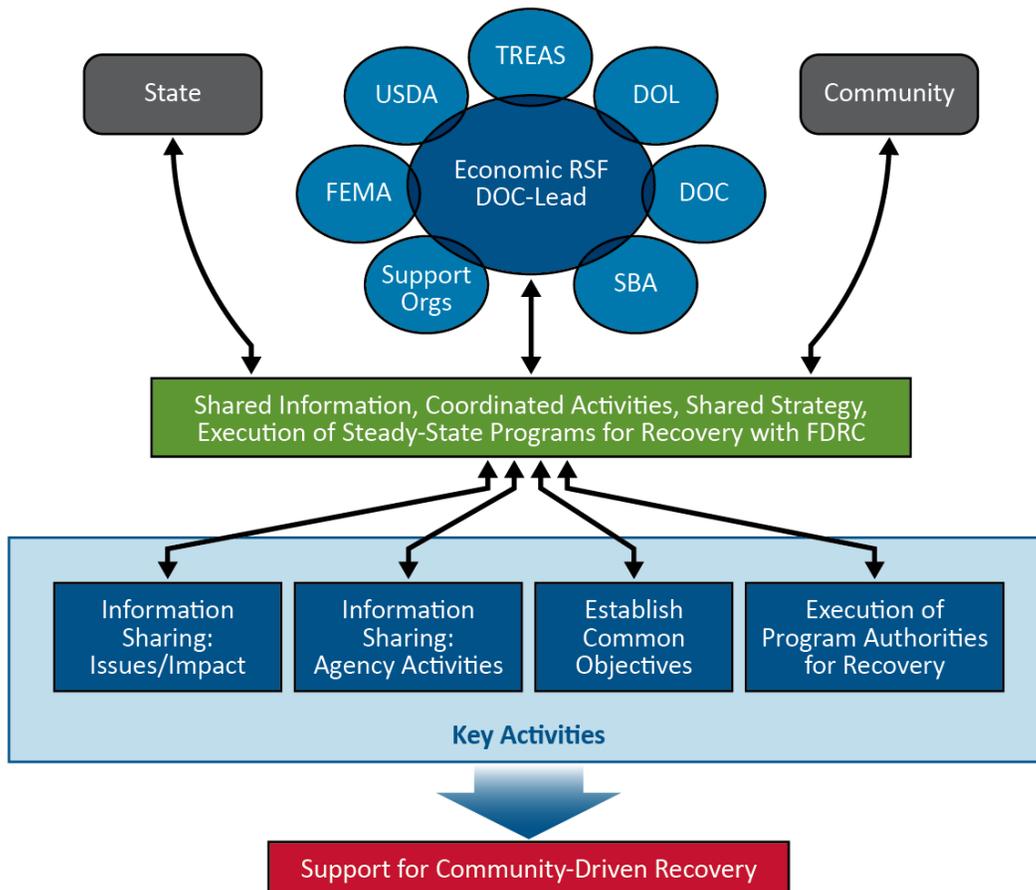


Figure B-1: Economic RSF Coordination Process Model

Figure B-1 Description

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

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

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

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

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

Key RSF Engagement Considerations

RSF Operational Activities

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

- Holding regular conferences to share recovery information, issues and strategize with field RSF agencies
- Developing a field-level Economic RSF Support Approach for submission to the National Economic RSF Coordinator and eventual inclusion in the Recovery Support Strategy (RSS)
- Meeting with local, state, tribal, territorial and insular area government representatives, as well as business, nonprofit, and private sector stakeholders
- Serving as a primary Federal point of contact in the field for all economic recovery coordination issues
- Coordinating support for and informing other RSF representatives of any community-driven economic recovery initiatives
- Coordinating with field RSF representatives on their respective agencies' recovery activities (e.g., Department of Labor [DOL] workforce development initiatives/grants, Small Business Administration (SBA) counseling and capital access activities, Department of Agriculture

(USDA) grant, loan-making and farm assistance activities, Department of Housing and Urban Development [HUD] Community Development Block Grant [CDBG]).

RSF Operations Sequence of Events

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

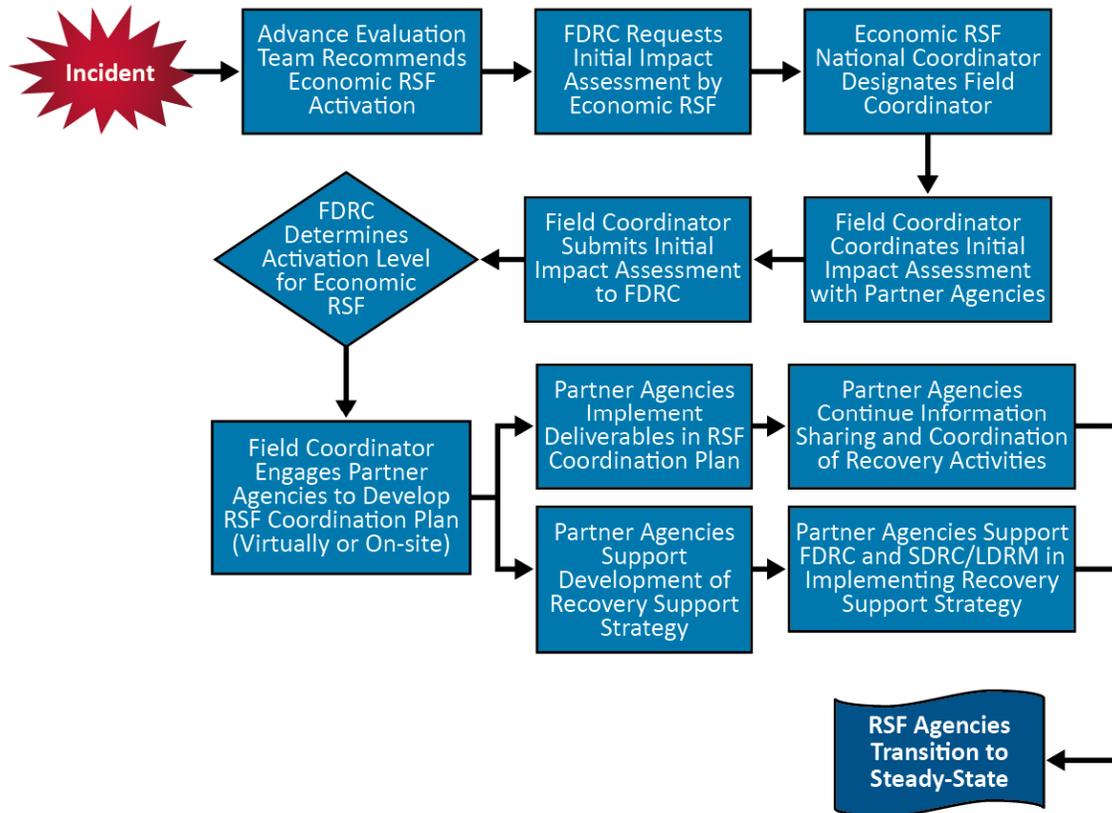


Figure B-2: RSF Operations Sequence of Events Model

RSF Activation Phases

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

- Activation—Step 1: Virtual
 - No on-site activities required (virtual only), episodic site visits, only as required.
 - Will convene RSF field assets virtually by conference call and email.
 - No specific technical assistance deliverables.
 - Generally no mission assignment (MA) required, unless site visits required.

- Major activity—coordinate information sharing and connecting available resources with expressed need.
- Activation—Step 2: Heightened Virtual
 - Episodic site visits coupled with virtual RSF engagement.
 - Will convene RSF field assets primarily by conference call and email.
 - Deliverables may include economic impact assessment and Economic Development Assessment Team report(s) (See Follow-On Impact Assessment and Technical Assistance Options section).
 - MA required for travel, per diem, and overtime to meet deliverable development.
 - Major activity—coordinate information sharing and RSF agency contribution to deliverable.
- Activation—Step 3: Coordinator On-Site
 - Full time on-site presence of Field Coordinator, episodic presence of RSF field agency staff
 - Will convene RSF on-site and by conference call
 - Deliverables may include economic impact assessment, Economic Development Assessment Team report(s), support of state taskforce activities, RSF issue tracking, and project coordination/tracking
 - MA required for travel, per diem, and overtime to meet deliverable development
 - Major activity—coordinate information sharing, RSF engagement of targeted issues, impact assessments, extensive coordination technical assistance support of state/community
- Activation—Step 4: RSF On-Site
 - Full-time on-site presence of Field Coordinator and of at least one other (non-Federal Emergency Management Agency [FEMA]) RSF Primary Agency.
 - Will convene RSF on-site and by conference call.
 - Deliverables may include economic impact assessment, Economic Development Assessment Team report, support of state taskforce activities, RSF issue tracking, and project coordination/tracking.
 - MA required for travel, per diem, and overtime to meet deliverable development.
 - Major activity—coordinate information sharing, RSF engagement of targeted issues, impact assessments, extensive coordination TA support of state/community.

Scalability of Coordination Activities

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

Table B–2: Scalability of Coordination Activities

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

RSF Coordination Plan

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

Inter-RSF Coordination

The Economic RSF Field Coordinator must work collaboratively with the other RSF field coordinators to:

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

Engaging the Whole Community

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

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

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

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

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

Identify Priorities and Conduct Impact Assessment

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

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

Role of the Initial Impact Assessment

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

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

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

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

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

Ultimately, one of the goals of the initial impact assessment will be to "triage" exceptional recovery issues in specific communities, or issues trending across multiple communities. This way the Economic RSF will be able to apply a "right-sized" approach to supporting the community's economic recovery effort. A graphical depiction of this process is captured in Figure B-3.

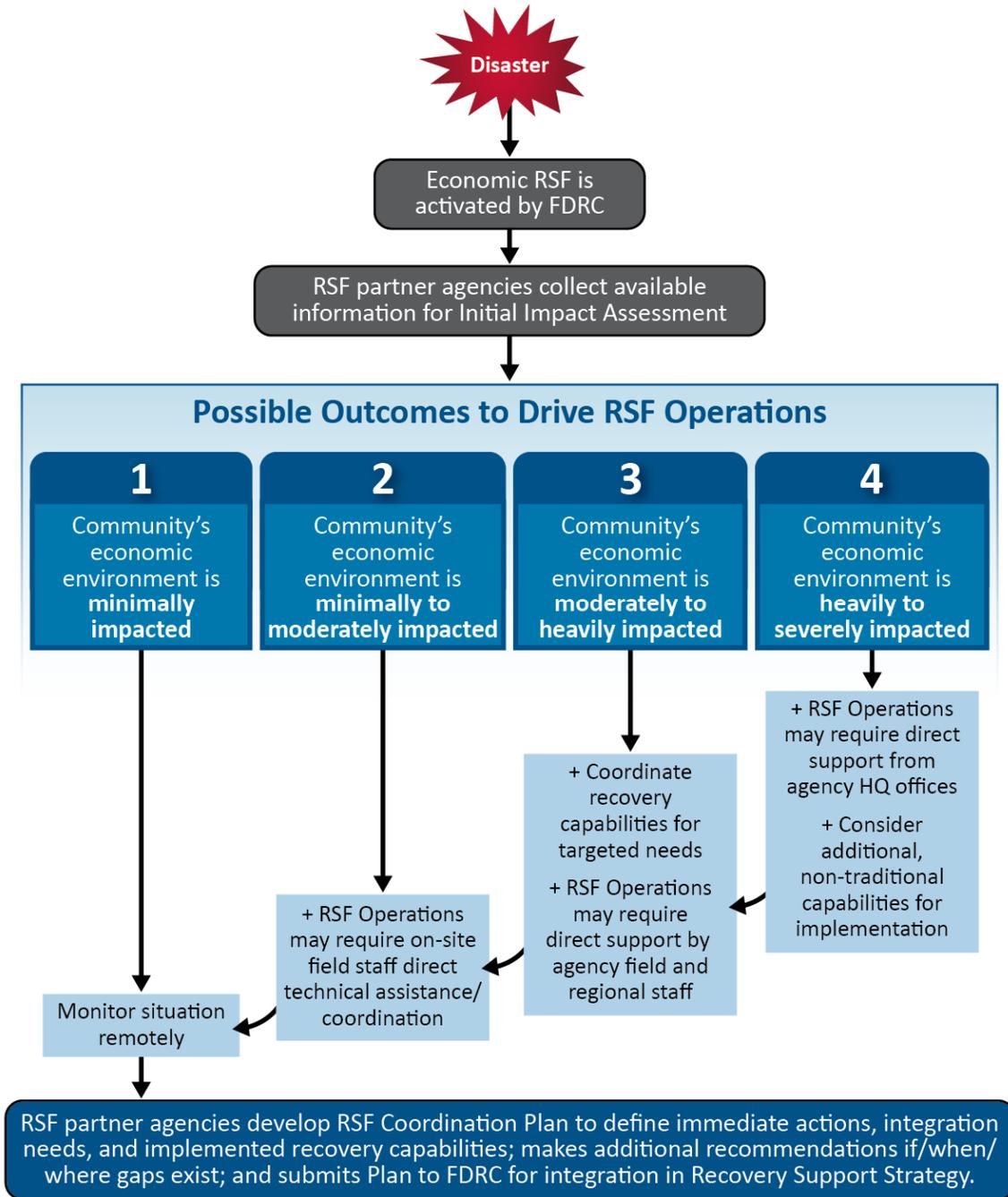


Figure B-3: Initial Assessment Process Overview

Follow-On Impact Assessment and Technical Assistance Options

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

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

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

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

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

Coordinate Linkages and Interdependencies

Relationship with Other RSFs

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

Table B–3: RSF Interdependencies

Recovery Support Function	Potential Support To Economic RSF	Potential Support From Economic RSF
Community Planning and Capacity Building	Community priorities for economic recovery and development.	Programs that encourage/support strategic planning for economy/community.
Health and Social Services	Assistance with health and social service networks, facilities, child care, and/or providers that impact employment and support a customer base for local businesses.	Technical assistance to health and social services networks and providers for business recovery.
Housing	Meeting the housing needs of employers and employees of businesses receiving Economic RSF assistance.	Facilitation of local purchasing efforts to assist businesses with housing rehabilitation and development. Technical assistance to housing developers for access to capital.

Recovery Support Function	Potential Support To Economic RSF	Potential Support From Economic RSF
Infrastructure Systems	Restoration status of sewer, roadway, electricity, communications, and other infrastructure needs impacting the economy.	Information on infrastructure needs of businesses by geographic service areas.
Natural and Cultural Resources	Rehabilitation of buildings for businesses within historic districts or landmarked/historic buildings. Status of tourism assets.	Integration of natural and cultural resources (NCR) into the promotion of economic growth through tourism and other conservation initiatives.

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

Table B-4: Partner Relationships

External Stakeholder	Potential Economic RSF Output	Potential Economic RSF Input
State/Territory	<ul style="list-style-type: none"> ▪ Grants and loans for statewide economic priorities; ▪ Economic damage assessment information 	<ul style="list-style-type: none"> ▪ Encouragement of economic recovery initiatives within the state; implementation of cooperative agreements with other states for economic recovery ▪ Collection of economic impact assessment information
Local/Tribal	Economic development support that help residents and businesses stay in the area by creating and restoring jobs; economic damage assessment information	<ul style="list-style-type: none"> ▪ 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

External Stakeholder	Potential Economic RSF Output	Potential Economic RSF Input
Private Sector	Loans, tax, and potential targeted regulatory relief to specific businesses	Provision of jobs and services/goods to the local community; investment in business improvements and expansion; coordination to provide technical assistance and investment in post-disaster communities; collection of economic impact assessment information
Nonprofit	Grants and loans to run programs to assist their communities	Help for residents, businesses, and their employees to recover quickly after an incident and improve disaster resiliency; collection of economic impact assessment information

Implementation and Monitoring

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

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

Transition to Steady State

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

The active engagement and coordination of Economic RSF agencies must be responsive and flexible to the demands and ongoing recovery needs experienced by communities. The engagement of the RSF at the field and national levels will vary in intensity and modality depending on a regular evaluation of these needs. The level of engagement must always be proportional to the needs of the

community. Based on the recovery continuum, coordination needs during the intermediate and long-term stages will almost invariably be considered “steady state,” as enough time will have passed that most persistent coordination needs can be addressed through existing agency efforts to conduct business. As the need for active coordination diminishes, the Economic RSF Field Coordinator will work with the FDRC to establish a scaled-back approach that can ensure ongoing coordination and communication needs can be satisfied over time.

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

Roles and Responsibilities

Table B–5: RSF Coordinating Agency Functions

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

Table B–6: RSF Primary Agency Functions

Primary Agency	Functions
Department of Agriculture	<ul style="list-style-type: none"> ▪ Provides technical assistance and identifies current USDA programs that may be utilized for economic recovery, including determinations 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. ▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate. ▪ Provides economic damage assessment information on agriculture infrastructure and USDA-financed businesses, utilities, housing, community facilities, health and social service facilities, NCR, and agriculture infrastructure. ▪ Executes agency mission during disaster recovery, supporting agriculture, farm assistance, and the economy and quality of life in all of rural America. ▪ Monitors, assesses, and provides technical support on the economic impacts on agricultural and the export activities and resumption of trade.
Department of Commerce	<ul style="list-style-type: none"> ▪ 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. ▪ Provides grants and technologies to spur the recovery of ecosystem-dependent economies, to restore economically important habitats and to create mechanisms for the mitigation of damages. ▪ 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. ▪ Administers the Defense Priorities and Allocations System to implement the Defense Production Act priorities and allocations provisions for industrial resources.

Primary Agency	Functions
Department of Homeland Security	<ul style="list-style-type: none"> ▪ Coordinates with the private sector stakeholders across the 16 critical infrastructure sectors.
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.
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, including the identification of sector impacts and resource requirements.
Federal Emergency Management Agency	<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 through its Public Assistance (PA), Individual Assistance (IA), and mitigation programs.

Primary Agency	Functions
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 free technical assistance to small businesses and entrepreneurs. ▪ Promotes small business access to capital through loans and investments 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.

Table B-7: RSF Supporting Organization Functions

Supporting Organization	Functions
Corporation for National and Community Service	<ul style="list-style-type: none"> ▪ Assists communities across the Nation in preparing for, responding to, and recovering from disasters through two primary national service programs: AmeriCorps and Senior Corps. ▪ Provides trained members to support communities most pressing needs, particularly long-term recovery issues. ▪ Facilitates and leverages volunteer engagement for disaster recovery by working closely with State Service Commissions, National Voluntary Organizations Active in Disaster, other local, state, tribal, territorial, insular area, and Federal partners to provide national service members and resources in a variety of recovery functions. ▪ Engages in recovery functions, such as case management intake, direct physical labor, volunteer management, and capacity building for Federal/state/local government, nonprofit, and faith-based organizations. ▪ Provides technical assistance to build upon and share best practices among State Service Commissions, nonprofits, communities, etc. to address specific regional and local needs throughout the long-term recovery process. ▪ Supports RSF national and field-level operations with subject matter expertise and staffing support, as appropriate.

Supporting Organization	Functions
Delta Regional Authority	<ul style="list-style-type: none"> ▪ Improves the lives of residents in parts of Alabama, Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee. ▪ Leverages investments made by other Federal departments, state, territorial, tribal, and local partners and private entities. ▪ Provides technical assistance regarding program eligibility, application processes, and project requirements. ▪ Supports the growth and sustainment of small businesses. ▪ Supports the growth and development of broadband data communications technology.
Department of Health and Human Services	<ul style="list-style-type: none"> ▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure ▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for Department of Health and Human Services programs as applicable under existing authorities. ▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community. ▪ Provides technical assistance on the economic consequences to low- or moderate-income disaster survivors, including access to child care services. ▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.
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. ▪ 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.
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.
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.

Capabilities

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

- **Community Planning**—Consideration of community-driven economic recovery planning efforts and issues
- **Cash Flow**—Consideration of individual and business cash flow issues
- **Business Resumption**—Consideration of businesses returning, rebuilding concerns/issues, capital access resources and business planning
- **Finance and Insurance**—Consideration of access to capital issues, insurance payments/coverage issues
- **Workforce Development**—Consideration of post-disaster labor demand with supply, retraining programs, the unemployed, temporary employment, etc.
- **Economic Development**—Consideration of accelerated project development, repurposed initiative, job creation opportunities and other associated issues
- **Small Business**—Considerations for small business issues like business planning, capital resources and the need for technical assistance
- **Marketing and Communications**—Considerations for promoting active and consistent communication between local, state, tribal, territorial, insular area, Federal and private sector stakeholders regarding the issues and opportunities affected the economy
- **Assessment and Evaluation**—Consideration for the access, collection and analysis of economic recovery-related data.

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

Community Planning

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

RSF Capabilities

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

Technical assistance grants to provide expert support and additional capacity:

- DOC Economic Development Administration (EDA): Technical Assistance Grants, Economic Adjustment Grants
- FEMA: Community Recovery Assistance
- USDA Rural Development: Grants
- HUD: CDBG.

Table B–8: Community Planning Capabilities

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

Cash Flow

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

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

The impact of the incident on an individual business's cash flow will depend on the nature of the business. Large firms with diversified operational bases (e.g., geographic dispersion, multiple product lines, adequate continuity plans) will suffer far less than a firm focused on the impacted region or one that owns a critical node there. Small businesses can face severe post-disaster survival issues. Even profitable businesses experiencing sudden, large-scale reductions in cash flow will find it difficult to sustain the operations they conducted pre-disaster. The economic cascade further devastates the affected region; bills to local suppliers go unpaid, payroll dries up, and new orders for supplies cease. The magnitude and duration of cash flow challenges will depend on myriad factors such as the availability of critical infrastructure, the resumption of business activity, and the return of evacuated populations to their homes.

RSF Capabilities

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

- FEMA: IA Programs, PA Programs, direct contracting
- DOL: Unemployment benefits, national emergency grants
- HUD: CDBG effected through variety of local, state, tribal, territorial and insular area programs
- SBA: Economic Injury Disaster Loans, government contracting and business development
- Department of the Treasury (TREAS): Grant funding to Community Development Financial Institutions (CDFIs), New Market Tax Credit authority to Community Development Entities (CDEs)
- USDA: Loan, grant and subsidy programs.

Table B–9: Cash Flow Capabilities

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

Business Resumption

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

This issue is not isolated to a single large employer deciding to return. It is closely tied to the effectiveness and speed of payment of insurance claims, IA, and supply-chain logistics. For example,

if the producer, manufacturer, grower, consumer, vendor, distributor, and retailer of a particular good are all affected by the disaster, any delay in resuming the flow of cash, credit, and inventory can hinder the recovery effort. Pre-disaster business continuity planning makes this process less risky. Also, business-level risk/opportunity decisions may prohibit rebuilding. As a result, the departure of businesses may cause significant (but highly localized) economic impact. Finally, a positive business environment pre-disaster will often be an indicator of the outcome post-disaster.

RSF Capabilities

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

- FEMA: PA and IA Programs
- DOC: EDA Economic Adjustment, National Institute of Standards and Technology Manufacturing Extension Partnership
- HUD: CDBG
- USDA: Grant, subsidy and loan programs
- SBA: Physical and Economic Injury disaster loans
- TREAS: CDFI Fund.

Table B–10: Business Resumption Capabilities

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

Economic RSF Consideration	Common Elements	Federal Capabilities (Example)	Opportunities For Private And Nonprofit Sectors
Business Resumption	Mitigating displacement	Relocation assistance for displaced businesses and individuals	Public-private partnerships, formation of special districts, and formation of co-ops

Finance and Insurance

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

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

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

RSF Capabilities

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

The ability to draw new capital to a community impacted by disaster is closely linked to other elements of the Economic RSF. Assessment and evaluation of the community is fundamental in order to establish a reasonable vision of what a “new normal” can be. Capitalizing on entrepreneurial

opportunity—whether pre-existing or resulting from the disaster—will be critical to energizing recovery for both large and small businesses.

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

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

Table B–11: Finance and Insurance Capabilities

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

Workforce Development

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

RSF Capabilities

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

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

Additional capabilities include:

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

Table B–12: Workforce Development Capabilities

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
Workforce Development	Retaining and creating jobs	Technical and financial assistance for job creation and retention programs, entrepreneurship, and business development	Education/training, community outreach, foundation grants, business incubators, and job fairs
	Job training	Job training technical assistance; financing	Provide training facilities and mentoring programs
	Assessment of workforce available and needs	Data provision, technical assistance, and technical planning	Data gathering, volunteer assistance, participation of local university talent and research

Economic RSF Consideration	Common Elements	Federal Capabilities (Examples)	Opportunities For Private And Nonprofit Sectors
Workforce Development	Assistance for dislocated workers	Funds to provide retraining and job-search assistance	Nonprofit education and training and community outreach, job fairs, resume assistance, and job/work (online) bulletin boards

Economic Development

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

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

RSF Capabilities

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

- Economic RSF Coordinating Agency: Nonprofit/private sector coordination
- DOC: Economic Adjustment Assistance, National Institute of Standards and Technology Manufacturing Extension Partnership, other grant programs
- HUD: CDBG
- USDA: Business development loan guarantees, grants, micro entrepreneurship loans, workforce retraining/development grants

- TREAS: The CDFI Fund grant and New Market Tax Credit programs.

Table B–13: Economic Development Capabilities

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

Small Business

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

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

RSF Capabilities

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

- SBA: Economic Injury Disaster Loans, government contracting, and business development; Small business (7a/504) loans, Small Business Investment Corporations
- DOC: EDA Revolving Loan Fund Program
- USDA: Business development loan guarantees, grants, micro-entrepreneurship loans, workforce retraining/development grants.

Table B–14: Small Business Capabilities

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

Marketing and Communication

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

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

RSF Capabilities

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

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

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

- DOC: EDA Economic Adjustment Assistance, International Trade Administration—Travel and Tourism TA
- FEMA: IA
- SBA: Economic injury disaster loans.

Table B–15: Marketing and Communication Capabilities

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

Assessment and Evaluation

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

The assessment and evaluation of circumstances post-disaster is critical to devising an attainable plan for recovery. Such appraisals are most effective when they are realistic, fact-based and devoid of emotion. At the same time, the economies of many communities hinge on less tangible qualities—“southern hospitality,” “livability” or “urban destination.” Disasters often threaten both the tangible and the intangible. Post-Katrina New Orleans provides an excellent example. A shift in population threatened the vast portion of businesses, but many feared that among the populace that moved was the heart of the musical community, responsible for much of the city’s unique character and upon which much of the local economy was based. Assessments and evaluations must combine the quantitative and tangible with the qualitative and imprecise. Often, a lack of pre-disaster business data can make the post-disaster impact assessment very difficult. Communities may also lack the technical expertise to conduct economic or demographic analyses to assess the impact of the disaster on their local economy.

RSF Capabilities

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

use, and will inform the ongoing efforts to develop intermediate and long-term plans to support economic recovery.

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

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

Table B–16: Assessment and Evaluation Capabilities

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

Annex C: Health and Social Services Recovery Support Function

Purpose and Mission

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

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

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

1. Restore basic health and social services functions; identify critical areas of need for health and social services, as well as key partners and individuals with disabilities and others with access and functional needs and populations with limited English proficiency (LEP) in short-term, intermediate, and long-term recovery
2. Complete an assessment of community health and social services 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 wellbeing of community members in accordance with the specified recovery timeline.

To achieve these targets requires the whole community.

Federal Recovery Challenges

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

Overview of Partners

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

Table C–1: Members of the H&SS RSF

Coordinating Agency	Department of Health and Human Services
Primary Agencies	Corporation for National and Community Service Department of Education Department of Homeland Security/National Protection and Programs Directorate Department of Homeland Security/Office for Civil Rights and Civil Liberties Department of the Interior Department of Justice Department of Labor Environmental Protection Agency Federal Emergency Management Agency
Supporting Organizations	American Red Cross Department of Agriculture Department of Transportation Department of the Treasury Department of Veterans Affairs National Voluntary Organizations Active in Disaster Small Business Administration

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

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

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

Objectives and Considerations

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

Public Health

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

Health Care Services Impacts

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

Behavioral Health Impacts

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

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

Environmental Health Impacts

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

Food Safety and Regulated Medical Products

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

Long-term Health Issues Specific to Responders

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

Social Services Impacts

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

Referral to Social Services/Disaster Case Management

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

Children in Disasters

- Support as appropriate, the restoration of the educational environment for students and staff in impacted communities.
- Coordination of health and social services delivered through state or tribal liaisons to support impacted schools.
- Support state, territorial, tribal, or local government efforts to coordinate 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.

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

Critical Tasks and Activities

Pre-Disaster Preparedness

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

Post-Disaster Recovery

The National Response Framework (NRF) focuses on response actions as well as short-term recovery activities that immediately follow a disaster. The NRF does not address short-term activities such as lifesaving, life sustaining, property protection, and other measures intended to neutralize immediate threats to life, environment and property, and stabilize the community. However, these activities influence recovery activities, necessitating a structure to identify and advise recovery implications during the early phases of incident management. The NRF establishes a structure to

encourage early integration of recovery considerations into disaster response operations. The core principles and organizational constructs introduced in the NDRF coexist with and build upon the NRF to effectively address recovery needs.

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

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

Convene Recovery Support Function: Activation

Although activation of the H&SS RSF is at the request of the Federal Disaster Recovery Coordinator (FDRC), activation is generally considered when one or more of the following factors apply:

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

Identify Impacts

Once activated, HHS will designate an Health and Social Services Recovery Coordinator to monitor response operations to identify disaster impacts with health and social services recovery implications. The Health and Social Services Recovery Coordinator will engage with ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) and ESF #8 (Public Health and Medical Services) to develop a health and social services impact analysis. The Health and Social Services Recovery Coordinator will engage with ESF #3 (Public Works and Engineering) to identify infrastructure needs with longer-term implications for H&SS and other RSFs that may be activated (i.e., Community Planning and Capacity Building, Economic, Housing and Infrastructure Systems). In addition to the Health and Social Services Recovery Coordinator's health and social services impact analysis, the state, territorial, tribal, and local health and social services impact analyses will

be used to support the FDRC with the development of a mission scoping assessment (MSA).¹² This information will be used to determine the recommended level of Federal support, identify any specific skills or expertise required, validate the need for requests to mobilize and deploy RSF resources to the field, and determine the duration of involvement.

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

Coordination Linkages and Interdependencies

If deployed, the H&SS RSF Field Coordinator will work with the appropriate Primary Agencies and Supporting Organizations, the FDRC, State/Tribal/Territorial Disaster Recovery Coordinator, and Local Disaster Recovery Managers to conduct joint assessments in order to identify the community's health and social service disaster-related recovery needs and priorities. The H&SS RSF Field Coordinator, in conjunction with RSF partners and the FDRC will develop a Recovery Support Strategy (RSS) that includes health and social services-specific missions, as appropriate in support of state and local priorities. H&SS RSF missions will be consistent with the needs and priorities identified in the joint assessment of the impacted community. In particular, the H&SS RSF missions will support state, territorial, tribal, and local efforts to identify recovery needs, capabilities, goals, objectives, timelines, partners, and stakeholders (which include the private and nonprofit sectors) and children, individuals with disabilities and others with access and functional needs; economically disadvantaged individuals; and people with LEP.

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

Provide Technical Assistance

Federal H&SS RSF agencies and organizations may have existing authorities, programs, waivers, and technical assistance that can be implemented or provided without deploying personnel to the field. In such cases, the H&SS RSF National Coordinator and the FDRC may determine that deployment of RSF agencies and organizations to the field is not warranted. Instead, RSF partners

¹² The development of the MSA is overseen by the FDRC, who also uses the MSA to develop a RSS. The RSS provides the strategy and unified approach that Federal agencies will use to support state, territorial, tribal, and local jurisdictions in their recovery efforts. The MSA will assist the FDRC and the RSFs in the process of identifying which impacted jurisdictions may require enhanced Federal recovery support.

may be activated in order to provide remote technical assistance and coordination to address health and social services recovery needs. Should the provision of remote technical assistance or coordination require overtime or beyond base-level resources, the FDRC will issue a MA or secure other reimbursable funding (e.g., IAAs).

Transition to Steady State

Once the long-term recovery impact assessments have been analyzed and finalized, and the requested technical support (on-site or remotely) to assist communities in developing their recovery plans and strategies has been provided and is no longer needed, the mission is considered complete. The Federal role in each mission will vary in time and intensity with a gradual return to steady state.

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

Roles and Capabilities

Recovery Authority and Funding

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

Capabilities and Resources of Member Departments and Agencies

Table C–2: RSF Coordinating Agency Functions

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

Table C–3: RSF Primary Agency Functions

Primary Agency	Functions
Corporation for National and Community Service	<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 Disaster (NVOAD); and other Federal, state, territorial, tribal, and local partners to provide national service members and resources in myriad 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, and communities to address specific regional and local needs during long-term recovery.
Department of Education	<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 who are homeless or displaced prior to, or as a result of, the disaster. ▪ Provides incident-specific technical assistance and training to schools and higher education institutions in impacted areas, as available and appropriate.
Department of Homeland Security/National Protection and Programs Directorate	<ul style="list-style-type: none"> ▪ Department of Homeland Security/National Protection and Programs Directorate, Office of Infrastructure Protection, Sector Outreach and Programs Division provides information and technical expertise, in protective measures, for critical infrastructure and has a Public Health Specialist who coordinates with the private sector.

Primary Agency	Functions
<p>Department of Homeland Security/Office for Civil Rights and Civil Liberties</p>	<ul style="list-style-type: none"> ▪ Communicates with relevant stakeholder networks, to include individuals with disabilities and others with access and functional needs; diverse ethnic and racial communities; and LEP populations, to share accurate information and to obtain public perspective. ▪ Coordinates with relevant Department of Homeland Security components and Federal interagency and nongovernmental organization partners as needed to identify resources to ensure equal access to physical/ architectural, programmatic, and communications aspects of the recovery process for all populations within the impacted community. ▪ Participates in the impact assessment protocol to obtain information regarding impacts to protected populations (individuals who are statutorily protected on the basis of race, color, national origin, age, disability, religion, sex, and other characteristics) and to provide civil rights guidance to assure recovery activities address these impacts in an equitable manner. ▪ Provides guidance and resources to assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination on account of race, color, national origin (including LEP), religion, sex, age, disability, or other characteristics. ▪ Monitors recovery activities to ensure equal opportunity and civil rights laws are upheld. ▪ Monitors complaints received to identify trends and respond accordingly.
<p>Department of the Interior</p>	<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 welfare assistance program policies, implementation and interpretation through social service workers within the Bureau of Indian Affairs.

Primary Agency	Functions
Department of Justice	<ul style="list-style-type: none"> ▪ Coordinates as needed with tribal governments and tribal courts. ▪ The U.S. Attorney coordinates with the Attorney General and with the district's other Department of Justice law enforcement agencies to ensure a comprehensive response. ▪ Enforces the criminal laws of the United States and conducts affirmative and defensive civil litigation. ▪ Coordinates anti-fraud enforcement efforts and serves as a clearinghouse for disaster fraud matters through the National Disaster Fraud Command Center. ▪ Monitors recovery activities to ensure compliance with equal opportunity and civil rights laws. ▪ Enforces by prosecution and civil litigation, promulgates regulations, and provides guidance on compliance with Federal civil rights laws, including the Americans with Disabilities Act, Section 504 of the Rehabilitation Act and the Civil Rights Act of 1964. ▪ Receives complaints of, investigates, and prosecutes violations of Federal criminal civil rights statutes. ▪ Provide confidence in public safety by the enforcement of Federal law
Department of Labor	<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. (Note: The Department of Labor performs this function as part of the Economic RSF.) ▪ Provides expertise in economic assessment of emergency impacts and special economic impact analysis. (Note: The Department of Labor performs this function as part of the Economic RSF.)
Environmental Protection Agency	<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.
Federal Emergency Management Agency	<ul style="list-style-type: none"> ▪ Provides technical assistance and guidance on Hazard Mitigation Grant Program eligibility. ▪ Provides technical assistance and guidance on the reimbursement eligibility of disaster-related medical, dental, funeral, and burial costs. ▪ Provides technical assistance and guidance on PA Grant Program eligibility. ▪ Provides technical assistance, coordination, and grant funding of Federal Disaster Case Management Program. ▪ Provides grant funding in crisis counseling.

Table C-4: RSF Supporting Organization Functions

Supporting Organization	Functions
American Red Cross	<ul style="list-style-type: none"> ▪ Provides case management assistance with unmet needs and health and mental health services, as local resources are available. ▪ 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. ▪ In coordination with the AABB Task Force, provides information to the public on the adequacy of the blood supply to meet current needs or requests public support in scheduling blood donations to support post-disaster requirements.
Department of Agriculture	<ul style="list-style-type: none"> ▪ Provides technical and financial assistance regarding health and social services and USDA-related program eligibility (childcare centers, hospitals, nursing homes) application processes and project requirements. ▪ 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 USDA financed health related infrastructure programs. ▪ Provides technical advice on health impacts associated with animal/zoonotic disease or plant pest infestation, carcass disposal, and disease management to safeguard public health. ▪ Safeguard health of human, animal, and environment (including agriculture): For premises or areas under USDA regulatory control in the affected region, help evaluate the extent of exposure to susceptible species (plant or animal) from the loss of a premises' or area's biosecurity and ensure that the premises or area reestablish their biosecure status as soon as possible.
Department of Transportation	<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.
Department of the Treasury	<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.

Supporting Organization	Functions
<p>Department of Veterans Affairs</p>	<ul style="list-style-type: none"> ▪ Subject to the availability of resources and funding, and consistent with the Department of Veterans Affairs (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.
<p>National Voluntary Organizations Active in Disaster</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.

Supporting Organization	Functions
Small Business Administration	<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.

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Annex D: Housing Recovery Support Function

Purpose and Mission

Purpose

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

1. An overall understanding of the Housing RSF mission and objectives
2. An overview of critical tasks, including core capabilities and pre- and post-disaster activities
3. Description of partner roles and capabilities
4. Overview of long-term housing recovery resources, including tool kits and reference materials.

Mission, Scope, and Challenges

Mission

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

Scope

Permanent housing for disaster survivors relies on the successful intersection of individual and community choices and financial ability. One of the key goals of disaster housing is to move disaster survivors into permanent housing as quickly as possible. Many individuals and households may be able to return and live in their homes following a disaster, even while repairs are underway. However, when the housing of a community has been severely damaged, attaining permanent housing in a timely manner becomes an immense challenge. It requires making difficult choices and, ultimately, requires the alignment of the goals of individuals and the local government, as well as the availability of financial resources through both public- and private sector sources.

Challenges

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

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

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

Overview of Partners

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

Table D–1: Members of the Housing RSF

Coordinating Agency	Department of Housing and Urban Development
Primary Agencies	Department of Agriculture Department of Justice Department of Housing and Urban Development Federal Emergency Management Agency
Supporting Organizations	American Red Cross Corporation for National and Community Service Department of Commerce Department of Energy Department of Health and Human Services Department of Veterans Affairs Environmental Protection Agency General Services Administration National Voluntary Organizations Active in Disaster Small Business Administration U.S. Access Board
Non-Federal Partners	State, territorial, tribal and local governments (such as state housing finance administrations and development entities) National governmental associations Nongovernmental organizations <ul style="list-style-type: none"> ▪ Professional associations (such as the American Planning Association, National Association of Housing and Redevelopment Officials, or National Association of Home Builders) ▪ Community Organizations Active in Disaster ▪ Private sector (such as Business Civic Leadership Center) ▪ Foundations ▪ Nonprofit entities with a housing or community development-related mission

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

Coordinating Agency

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

Primary Agencies

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

Supporting Agencies

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

Non-Federal Partners

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

Objectives and Considerations

Objectives

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

Identify Strategies to Strengthen the Housing Market

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

Meet the Need for Quality Affordable Rental Homes

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

Utilize Housing as a Platform for Improving Quality of Life

A fundamental aspect of housing is understanding what housing means in terms of quality of life for individuals and families. Housing is not just a physical structure, it connects communities to the way they live their lives and can provide access to quality schools, jobs, health care, places of worship, social services, and other facets of our communities. Planning for and recovering from disasters includes an opportunity to rethink how housing can meet the diverse needs of the community. Long before disasters strike, families may face challenges that affect their ability to obtain housing, such as weak employment histories, poor health, substance abuse, and criminal records. People with access or functional needs, including those who are homeless, people with HIV/AIDS, people returning from prisons, returning veterans, the elderly, persons with limited English proficiency (LEP), and individuals with disabilities and others with access and functional needs can all experience significant barriers to both obtaining and maintaining housing. For some, financial assistance alone is

sufficient to ensure access to housing, while others require housing with supportive services to assist with activities of daily living or long-term self-sufficiency.

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

Build Inclusive and Sustainable Communities

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

Integrate Disaster Mitigation Measures Into Community Design and Development to Improve Disaster Resiliency

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

Considerations

There is no “one size fits all” strategy for facilitating a disaster survivors’ return to permanent housing. The size, location, and type of disaster play a very large role in defining the approach to permanent housing. This section presents the key principles learned from past efforts to rehabilitate

and rebuild permanent housing. Permanent housing begins with individual and community decisions on where and how to rebuild, which is a challenging task that often puts individual sense of place and property ownership against the need for safety and long-term community viability. Ultimately, permanent housing should be better built (including more disaster resistant; more energy-efficient; more accessible for those with disabilities and others with access and functional needs; and healthier), more safely located, and more adequately insured than the housing it replaces.

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

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

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

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

Permanent housing recovery rests on the decisions and actions of property owners both before and after a disaster. Long before a disaster, homeowners, and landlords have already made substantive decisions that will affect the ability and speed of their recovery based on the hazard, flood, or earthquake insurance they have purchased. Not maintaining adequate insurance pre-disaster will inevitably lead to a much longer timeline for rebuilding permanent housing.

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

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

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

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

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

- **Some interim housing options can become permanent housing.**

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

- **Catastrophic incidents require substantial coordination and resources to achieve permanent housing.**

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

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

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

Critical Tasks and Activities

Deliver Core Recovery Capabilities

Capabilities and Outcomes

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

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

Scalability

Support provided under the Housing RSF is scalable based on the type and magnitude of the disaster and local, state, tribal, territorial, and insular area capabilities. Figures D-1 and D-2 provide an overview of recovery activities to support a mid-scale disaster versus those required to support a larger scale or catastrophic disaster. In a mid-scale disaster, field staff from RSF partner organizations would address issues within their existing authorities and programs. There may be

consultation with the RSF partners to assess the situation and determine whether there are unmet needs, and select programs may be used to address those needs. In a large-scale catastrophic disaster, there would be full-scale activation of the Housing RSF to support local, state, tribal, territorial, and insular area efforts, with programs potentially available to support long-term housing recovery depending on existing or new funding and related authorities. This would also include deployment of housing and community development experts from Housing RSF partners to help support recovery efforts. Depending on the magnitude of the incident, long-term housing recovery may take from 5 to 10 years. In these catastrophic circumstances, there may be additional supplemental funding to address unmet needs and support housing and community development.

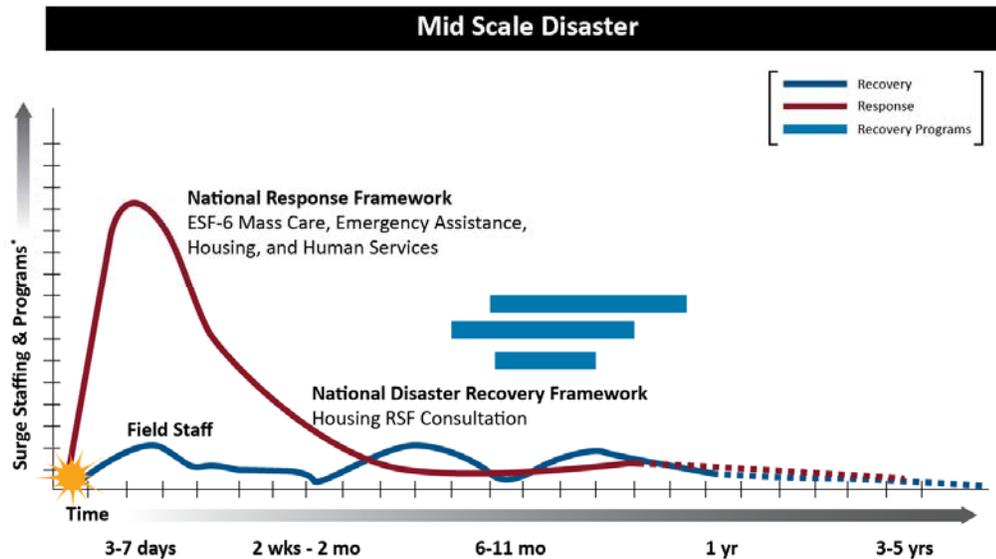


Figure D-1: Scalability for Recovery—Mid-Scale Disaster

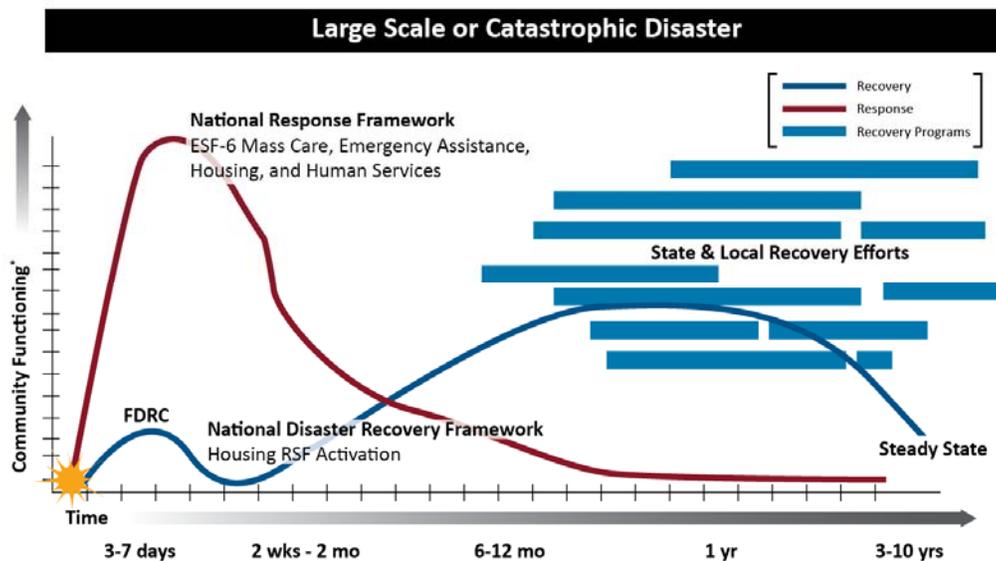


Figure D-2: Scalability for Recovery—Large-scale or Catastrophic Disaster

Delivery of Recovery Support

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

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

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

Pre-Disaster Planning

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

Understand and Act on Risks

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



Figure D-3: Recognizing Community Vulnerabilities that Affect Housing

Recognize Community Vulnerabilities

As part of a risk assessment, many underscore the importance of taking a more holistic approach, describing vulnerabilities as the intersection between the natural environment, social systems, and the built environment (see Figure D-3). This is especially true in terms of housing, where the choice of where to live is directly tied to the quality and availability of schools for children, access to health care, availability of good paying job, commuting time, the type of neighborhoods, access to social services, places of worship and other choices that form the fabric of people’s lives and community. This more holistic approach is a key focus of the Community and Regional Resilience Initiative (CARRI), which is underway in Gulfport, Mississippi; Charleston, South Carolina; and Memphis, Tennessee¹³. The CARRI project assembled the following descriptions to help communities think more broadly about the full range vulnerabilities:

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

¹³ Community and Regional Resilience: Perspectives from Hazards, Disasters, and Emergency Management. Susan L. Cutter, Lindsey Barnes, Melissa Berry, Christopher Burton, Elijah Evans, Eric Tate, and Jennifer Webb, Hazards and Vulnerability Research Institute, Department of Geography University of South Carolina, Columbia, South Carolina. Part of Oak Ridge National Laboratory’s CARRI, which is a congressionally funded Southeast Region Research Initiative.

Public infrastructure and lifelines are especially critical as the loss of these assets may place significant financial burden on those that lack the resources to rebuild. Equally important is the economic health of the community. Communities with a diversified economy are more resilient.

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

Effectively Communicate Risk

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

Support that Housing RSF Partners Can Provide

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

- **Information.** Housing RSF agencies will develop housing recovery resource materials for Federal, state, and local partners. The Housing RSF Coordinating Agency will educate Federal, state, territorial, tribal, and local partners on roles and responsibilities under the NDRF and Housing RSF.
- **Technical Assistance.** Housing RSF agencies will partner with local, state, tribal, territorial, and insular area entities to identify strategies and options that address a broad range of permanent housing issues, such as those dealing with planning, zoning, design, logistics, codes, and financing. Primary Agencies and Supporting Organizations will provide technical assistance on permanent housing strategies including affordable housing that incorporates the principles of accessibility, sustainability, inclusiveness, resilience, and mitigation.
- **Coordination.** The Housing RSF Coordinating Agency will link Housing RSF partner agencies to the State-led Disaster Housing Task Force or other disaster housing coordinating group at the local, state, tribal, territorial, and insular area government levels. Coordination should include joint state level meetings, after-action reviews, identification of recovery support gaps ahead of disasters, how RSF partners can fill housing recovery gaps post-disaster and other initiatives aimed at improving the effectiveness of permanent housing recovery efforts. The Housing RSF will encourage and support planning for post-disaster permanent housing requirements by the local, state, tribal, territorial, and insular area entities that lead local community planning and development and address housing needs, land use, and building code administration.

¹⁴ The report can be found at http://www.csc.noaa.gov/digitalcoast/_/pdf/risk-behavior-communication-report.pdf.

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

Post-disaster Activities

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

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

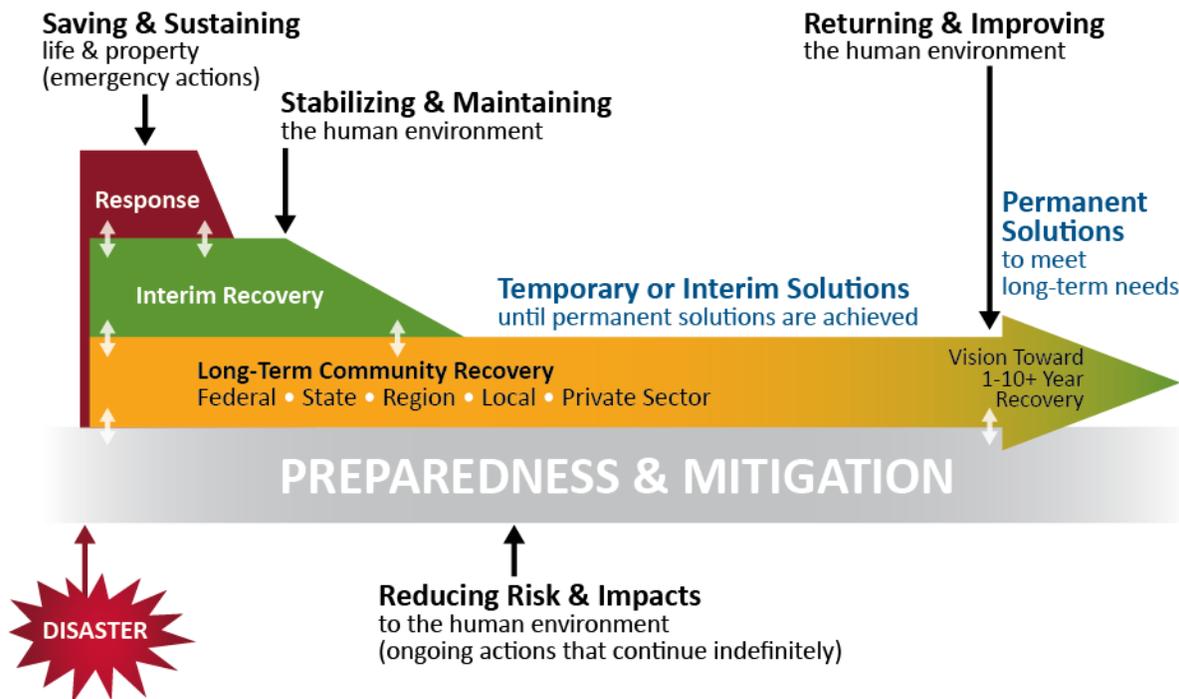


Figure D-4: Disaster Response and Recovery

The Housing RSF will support the overall timeline for Federal Support, which is discussed in the Federal Interagency Operational Plan (See Figure D-5).

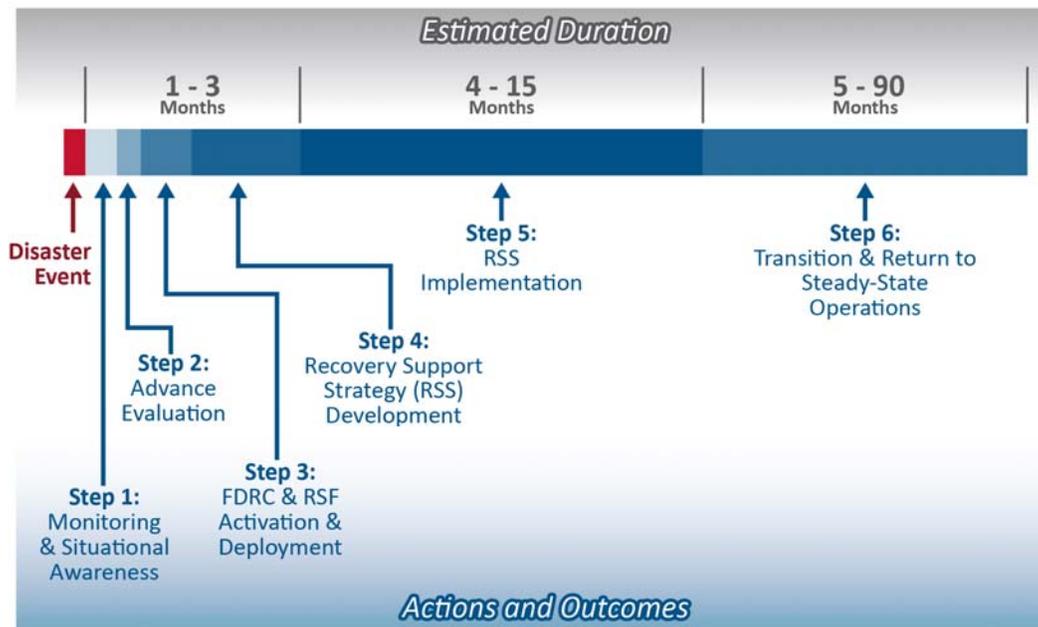


Figure D-5: FDRS Timeline Example

Housing RSF post-disaster activities include the following six steps: 1) Convene RSF, 2) Identify Priorities and Conduct Assessment (as needed), 3) Coordinate with partners, 4) Identify Available Resources, and 5) Provide Technical Assistance. These are discussed in more detail below.

Convening the Housing Recovery Support Function

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

The nature and scale of the Housing RSF activation would depend on the housing recovery needs identified in collaboration with Housing RSF partners and state, territorial, tribal, and local governments. The Housing RSF should not be activated before there is sufficient information to identify preliminary housing recovery needs and potential service gaps.¹⁵ The time required for this information to become readily available will vary by disaster. As a general parameter, the Housing RSF would not be activated until two or more weeks after the disaster.

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

¹⁵ The Housing RSF is unique in that an ESF #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) is responsible for interim housing, which constitutes the "intermediate recovery" phase.

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

This will be accomplished through the following coordination activities:

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

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

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

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

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

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

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

Budgets will be separately negotiated by each agency with FEMA.

Identify Priorities and Conduct Assessments

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

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

Mission Scoping Assessment and Recovery Support Strategy

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

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

local, state, tribal, territorial, and insular area priorities, recommendations for a follow-on MA may include short term deployment of a small team of housing and community experts to support local, state, tribal, territorial, and insular area housing recovery efforts and may outline tasks or deliverables based on Housing RSF capabilities.

Housing RSF Capabilities

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

Support for Highly Impacted Communities

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

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

Discussion of Market and Unmet Needs Assessments

For large-scale disasters that produce catastrophic damages across numerous housing markets, the Housing RSF may also provide quantitative assessments. These assessments are long-term products range from snapshots of the housing market, to comprehensive market assessments, to an assessment of unmet needs. Unmet Needs Assessment require additional data regarding damages, SBA loans,

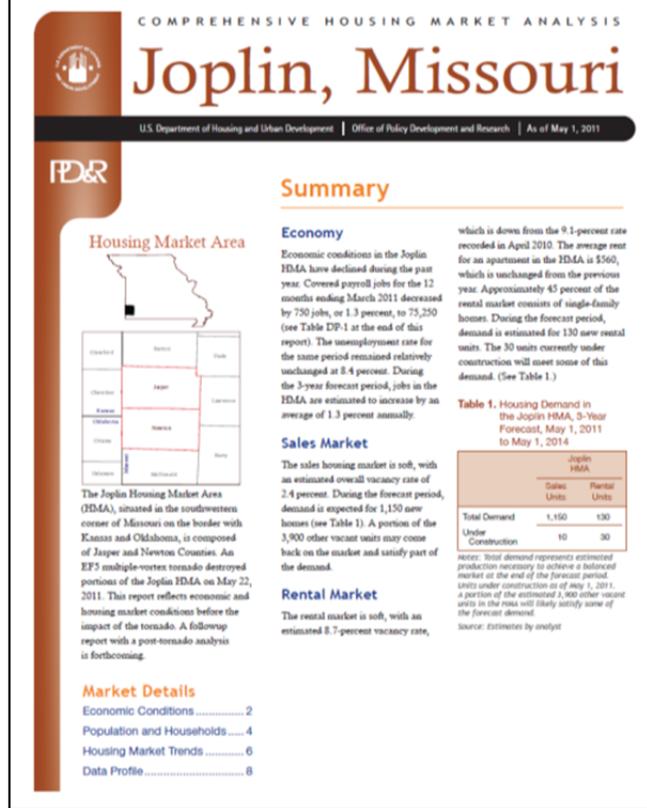
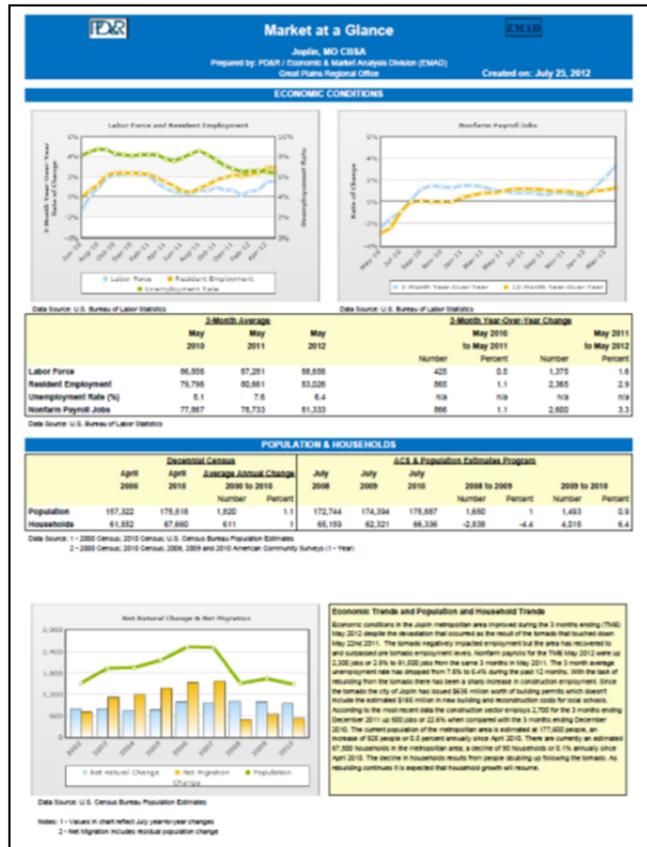
insurance, and IA claims that are frequently not accurate until months after the disaster. These assessments are most relevant to long-term planning efforts at the state and territorial level where they can be used to plan activities starting 12 months or more post-disaster.

Market at a Glance Reports

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

Comprehensive Housing Market Analysis Reports

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



analysis, writing, and editing before publication. When HUD and FEMA agree that the area has reached a sufficient level of recovery, field economists prepare an updated (post-recovery) Comprehensive Housing Market Analysis report. The updated report provides the current counts and estimates of the variables included in the baseline report, three-year forecasts of the major variables, and quantitative and qualitative demand forecasts for sales and rental housing. The factual information, findings, and conclusions of the baseline and updated reports are useful to builders, mortgagees, and others concerned with local housing market conditions and trends.

Unmet Needs Assessments

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

Coordination with Partners

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

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

These meetings will serve as a forum for discussing “next steps” in the courses of action taken by the Housing RSF, which is described below. Additionally, the meetings will allow concerns, questions,

¹⁶ The analysis and tables can be produced within 60 days of the availability of data. Disaster Assistance data from FEMA and SBA is typically available 30–90 days following closure of the registration process.

and comments raised by infrastructure stakeholders to be discussed and resolved in a transparent fashion.

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

Table D–2: Key Coordination Structures and Groups

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

Identify Available Resources

The Housing RSF will catalogue and share potential housing recovery resources across Housing RSF partners for addressing unmet housing needs and provide this to local, state, tribal, territorial, and

insular area governments. Core Housing RSF resources and services that may be available to address needs and support housing recovery efforts include the following:

- **Affordable housing resources:** The Housing RSF will work with Federal Housing Partners, housing nongovernmental organizations and other housing industry groups to input vacancies into existing FEMA or state housing data bases for use by FEMA, state or local case workers, and Long-Term Recovery Committees to house low-income households. Assess impacts to Federally assisted housing stock, determine extent of displacement, and re-connect displaced households to pre-disaster subsidy programs or other assistance if available. Provide assistance to help local and state housing partners return to normal operations. This may include helping to address issues raised by Public Housing Authorities, multifamily property owners/managers, or housing grantees.
- **Information on available funding:** Catalogue and share potential housing recovery resources across Housing RSF partners for addressing unmet housing needs. Identify Federal programs that can be leveraged to fund long-term housing solutions and sustain the local capacities needed to implement and manage the recovery effort.
- **Mortgage relief:** Grant moratoriums on foreclosures of Federally insured loans and recommend that loan servicers take such actions as special forbearances, loan modifications, refinancing, and waivers of late charges.
- **Mortgage insurance:** Work with lenders to make mortgage insurance available for rebuilding or buying homes.
- **Re-allocation of funding for disaster relief:** Grant states and communities the ability to re-allocate certain existing Federal resources for housing recovery efforts where allowed by statute.
- **Fair housing:** Ensure equal access to housing regardless of race, religion, sex, national origin, disability, and familial status.

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

Provide Technical Assistance

The Housing RSF will coordinate provision of technical assistance and training to local, state, tribal, territorial, and insular area governments based on critical issues identified by partners during state level and on-site reviews. This would likely include:

- Mixed-finance approaches to housing development and other community development finance tools
- Models for creating sustainable, accessible, inclusive, and mixed-income communities
- Mortgage underwriting resources for developing single family homeownership and multi-family rental units

- Linking FEMA, local, state, tribal, territorial, and insular area housing recovery planning efforts to existing Federal or community supported planning processes in impacted communities (e.g., consolidated and annual plans and zoning and land-use plans)
- Other capacities needed by state, territorial, tribal, and local partners in the public, private, and nonprofit sectors to continue planning, implementing, managing, and sustaining their housing recovery effort.

Transition to Steady State

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

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

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

- Project-based support
- Compliance support
- Recovery financing technical assistance
- Ongoing resource allocation/coordination
- Guidance on measuring recovery progress
- Coordination of adjustment to assistance programs and processes.

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

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

Roles and Capabilities

Recovery Authority and Funding

The NDRF is not intended to increase overall Federal agency activity in support of recovery planning during steady state. Federal agencies with NDRF roles, responsibilities, and recovery programs will fund the costs of these activities out of their base budgets and staffing levels, which are subject to available resources, except for those expenses authorized for reimbursement under the Stafford Act or otherwise provided by law. This may include other mechanisms for reimbursement (e.g., Economy

Act), supplemental appropriations and/or increased direct appropriations. Existing Federal programs can be leveraged to support recovery operations only to the extent of the authority and appropriations for those programs. Nothing in the NDRF alters or impedes the ability of Federal, state, territorial, tribal, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives.

Roles of Housing RSF Partners

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

Table D–3: RSF Coordinating Agency Functions

Coordinating Agency	Functions
Department of Housing and Urban Development	<ul style="list-style-type: none"> ▪ Represents Housing RSF at the national level and designates a Field Coordinator to ensure coordination in support of local and state efforts. ▪ Helps identify long-term housing priorities and conducts housing assessments with local, state, tribal, territorial and insular area governments, and Federal partners as needed. ▪ Provides technical assistance to support local, state, tribal, territorial, and insular area recovery planning and post-disaster activities for long-term housing recovery, including strategies to strengthen the housing market, ensure adequate affordable rental housing, use housing to improve quality of life, build sustainable inclusive communities, and increase the use of mitigation measures. ▪ Coordinates and supports local and state housing recovery efforts, with a focus on long-term housing recovery, with Primary Agencies and Supporting Organizations. ▪ Establishes communication and supports information sharing for housing partners. ▪ Coordinates and leverages applicable Federal resources for long-term housing recovery. ▪ Develops and implements a plan to transition from Federal Housing support back to steady state programs. ▪ HUD also has technical and existing programs that, in some cases, can help support housing and community recovery. Some examples are provided below: <ul style="list-style-type: none"> • States and local communities that have received annual formula funding through the CDBG and/or the Home Investment Partnerships Program (HOME) programs may amend their action plans to re-allocate existing funds toward recovery activities. Following disasters with significant unmet needs, Congress may appropriate additional funding for the CDBG program dedicated specifically for disaster recovery purposes.

Coordinating Agency	Functions
Department of Housing and Urban Development (continued)	<ul style="list-style-type: none"> ▪ Following a Major Presidential Disaster Declaration, relief options are made available to Federal Housing Administration (FHA) mortgagors, including a 90-day moratorium on foreclosures and forbearance on foreclosures of FHA-insured home mortgages. In addition, under the National Housing Act, HUD's Section 203(h) program is available and provides 100% financing through FHA-approved lenders, and HUD's Section 203(k) loan program can be utilized by those who have lost their homes to finance the purchase or refinance of a house along with its repair through a single mortgage. These tools can be a stabilizing factor to assist families and communities in their recovery, and are available up to 12 months after the Presidential Declaration.

Table D-4: RSF Primary Agency Functions

Primary Agency	Functions
Department of Agriculture	<ul style="list-style-type: none"> ▪ Provides technical assistance and identifies current housing programs that may be utilized for recovery, including determinations of eligibility, application processes and project requirements. ▪ Provides economic and physical damage assessment on USDA financed housing infrastructure and 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. ▪ Executes agency mission during disaster recovery, supporting rural housing and farm labor housing assistance ▪ Provides technical assistance in identifying animal housing alternatives and support services to accommodate people with service animals and pets. ▪ Facilitates Multi-Agency Coordination of whole community pet's mission recovery activities to support housing operations.
Department of Justice	<ul style="list-style-type: none"> ▪ Jointly responsible, with HUD, for enforcing the Federal Fair Housing Act that prohibits discrimination in housing on the basis race, religion, sex, national origin, familial status, and disability. For example: <ul style="list-style-type: none"> • Refusal to make a reasonable accommodations in rules, policies, practices, or services when such accommodations maybe necessary to afford a person with disability the equal opportunity to use and enjoy a dwelling • Refusal to make reasonable accommodations to persons with disabilities and others with access and functional needs.
Department of Housing and Urban Development	<ul style="list-style-type: none"> ▪ See Table D-3.

Primary Agency	Functions
Federal Emergency Management Agency	<ul style="list-style-type: none"> ▪ Derives its post-disaster coordination, authority and resources from the Stafford Act; provides financial and technical resources and expertise for both disaster housing and long-term community recovery assistance ▪ FEMA IA Program ▪ FEMA Mitigation Program ▪ FEMA Long-Term Recovery (Community Planning and Capacity Building) ▪ FEMA is the lead agency for the National Housing Task Force for coordinating post-disaster housing assistance.

Table D–5: RSF Supporting Organization Functions

Supporting Organization	Functions
American Red Cross	<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.
Corporation for National and Community Service	<ul style="list-style-type: none"> ▪ Provides case management and expertise in assisting disadvantaged communities as well as residents with disabilities and others with access and functional needs. ▪ Manages AmeriCorps, a resource for skilled and experienced volunteers and staff that can assist recovery operations.
Department of Commerce	<ul style="list-style-type: none"> ▪ Promotes job creation, economic growth, sustainable development, and improved business opportunities for American businesses. Promotes entrepreneurship and trade promotion policies that help America’s businesses and their communities prosper economically. Supports the engineering of resilient building design through the research and establishment of structural safety standards. Supports efficiencies in the housing market and RSF operations through the collection and availability of housing and household demographic data.
Department of Energy	<ul style="list-style-type: none"> ▪ Ensures America’s security and prosperity by addressing its energy, environmental and nuclear challenges through transformative science and technology solutions. This includes developing strategies for sustainable communities, including energy efficient housing.

Supporting Organization	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> ▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure. ▪ 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 human services sectors in an affected community. ▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.
Department of Veterans Affairs	<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 properties that could be a potential housing resource post-disaster. ▪ Provides health and other supportive services to veterans.
Environmental Protection Agency	<ul style="list-style-type: none"> ▪ Provides technical assistance on using environmentally sound and sustainable approaches in home building.
General Services Administration	<ul style="list-style-type: none"> ▪ Provides facility space and other services to include coordinating the transfer / disposal of excess Federal property.
National Voluntary Organizations Active in Disaster	<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.
Small Business Administration	<ul style="list-style-type: none"> ▪ Provides loans for property damages to homeowners, renters, businesses of all sizes and private nonprofit organizations and Economic Injury Disaster Loans to eligible small businesses and private nonprofits ▪ Supports RSF national- and field-level operations with small business expertise and staffing support, as appropriate.
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 and others with access and functional needs.

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

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

Table D–6: Local, State, Tribal, Territorial and Insular Area Partners, Resources and Expertise

Public Sector Partners	Partners' Resources and Expertise
Housing Finance Agency	State Housing Finance Agencies (HFAs) are state-chartered authorities established to help meet the affordable housing needs of the residents of their states. Using Housing Bonds, the Housing Credit, HOME, and other Federal/state resources such as Section 8 and homeless assistance, HFAs administer a wide range of affordable housing and community development programs.
Public Housing Authorities	Public housing authorities assist residents in need with affordable housing and shelter without discrimination. They focus on the efficient and fair delivery of housing services. They are also key players in public housing plans and developments.
Building Departments	Local, state, tribal, territorial, and insular area building departments provide expertise in building codes and safe building practices. They play a key role in the compliance, permitting, and enforcement of building construction.
Public Works Departments	Public works departments provide services in solid waste management and keep the streets and public spaces safe and clean. These departments are equipped with vehicle fleet capability.
Health and Social Services Departments	Coordinate recovery efforts with the H&SS RSF or equivalent.

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

Table D–7: Private Sector and Nonprofit Partners, Resources, and Expertise

Private and Nonprofit Partners	Partners' Resources and Expertise
Building and Construction Trades Council	Represents organized labor in the construction/building industries. The Council is a resource on housing workforce and development.
Building Congresses at the state level, Building Trades Associations	Building Congresses at the state level typically serve as umbrella organizations that bring together a cross-section of the design and building industry stakeholders, such as architects, engineers, construction managers, general and sub-contractors, labor, suppliers, as well as developers, insurance and legal advisors, and lenders. Building Trades Associations represent contractor and construction companies involved in all phases of the building industries. There are also state chapters or counterparts.
Building Sciences Organizations	Nongovernmental organizations, such as the National Institute of Building Sciences, bring together government and private sector partners to promote the construction of safe, resilient, and affordable structures for housing. BSOs can serve as a resource on design/repair of housing post-disaster.

Private and Nonprofit Partners	Partners' Resources and Expertise
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.
International Code Council; National Fire Protection Association	International Code Council and National Fire Protection Association are development bodies of building codes and standards, such as the International Residential Codes and National Fire Codes. They are technical resources on building practices, designs, and code compliance.
Mennonite Disaster Services	Provide housing repair and rebuilding consultancy and/or direct physical housing repairs and reconstruction assistance.
Mortgage Bankers Association	Subject matter experts in the real estate financing industry, the Mortgage Bankers Association is a resource on lenders and lending practices and policies, with more than 3,000 member companies, including mortgage brokers and lenders such as mortgage companies, commercial banks, thrifts and life insurance companies.
National Apartment Association and National Multi Housing Council	Together, the two organizations advocate on behalf of multifamily housing owners, managers, developers, and suppliers. The National Apartment Association, in particular, represents more than 50,000 multifamily housing companies nationwide. They provide expertise on the multifamily housing issues and stakeholders.
National Association of Home Builders and its state counterparts or chapters, Building Congress	With expertise on the latest building design, materials, products, services and technologies, they represent various types of home builders, from single to multifamily, site or system-built homes (e.g., panelized, modular).
National Association of Housing and Redevelopment Officials	With expertise in leading housing and community development, the National Association of Housing and Redevelopment Officials advocates for the provision of adequate and affordable housing for all Americans, particularly those with low and moderate incomes. Its members administer HUD programs, such as Public Housing, Section 8, CDBG and HOME.
National Association of Realtors	Representing the real estate agent industry, the National Association of Realtors serves as a channel to connect local real estate agents who are knowledgeable of housing resources and trends, such as housing types, affordability, and availability, with the disaster-impacted and surrounding communities.
National Council of State Housing Agencies	Providing expertise on affordable housing issues and financing options, the Council represents the State 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.

Private and Nonprofit Partners	Partners' Resources and Expertise
Real Estate Roundtable	The Roundtable is a policy advocacy group representing private and publicly owned companies that own, develop, manage or provide lending services supporting real estate. Among its 16 national real estate trade associations are the National Association of Home Builders, the National Association of Real Estate Investment Trusts, National Apartment Association, and Mortgage Bankers Association. As such, it can serve as a hub for connecting to local real estate companies.
Urban Land Institute	The Urban Land Institute is a resource for responsible use of land and the creation/sustainability of thriving communities. It has more than 37,000 members worldwide representing the entire spectrum of land use and real estate development disciplines in private enterprise and public service. The Urban Land Institute can provide expertise on planning, developing, and redeveloping neighborhoods, business districts and communities.
Consortium for Citizens with Disabilities/Emergency Preparedness Task Force	A coalition of approximately 100 national disability organizations 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.
National Council on Independent Living/Housing Subcommittee	The National Council on Independent Living advances independent living and the rights of people with disabilities. The National Council on Independent Living represents thousands of organizations and individuals, including: Centers for Independent Living (CILs), Statewide Independent Living Councils (SILCs), individuals with disabilities and other organizations that advocate for the human and civil rights of people with disabilities throughout the United States. The National Council on Independent Living is a resource on issues of housing accessibility and design.
Owners, Agents, Sponsors, Mortgagors, and Mortgagees	These partners bring a wealth of local insight about the communities in which they are vested. In conjunction with information captured from other sources, they can provide qualitative data to help recovery partners understand holistic community needs.

Related Resources

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

- Planning for Post-Disaster Recovery and Reconstruction, American Planning Association. (<http://www.planning.org/apastore/Search/Default.aspx?p=2406>)
- Hazard Mitigation: Integrating Best Practices into Planning, American Planning Association. (<http://www.planning.org/research/hazards/index.htm>)
- Community Planning and Development Maps (CPD Maps), HUD. This planning tool offers extensive place-based data in a user-friendly online mapping application. CPD Maps allows users to search, query, and display information by census tract to better understand their affordable

housing and community development needs. CPD Maps can help to facilitate dialogue, set priorities, and target limited resources to accomplish community development and affordable housing goals. (<http://www.hud.gov/offices/cpd/about/conplan/cpdmaps/index.cfm>)

- CDBG Disaster Recovery Training, HUD. These online training materials includes sessions on management of disaster recovery grants, risk analysis and monitoring, use of the Disaster Recovery Grant Reporting system, and program requirements and regulations (i.e., Davis-Bacon Act, Fair Housing Act, Environmental Compliance, and Uniform Relocation Act). This Web site also provides videos of grantees discussing how they addressed key long-term recovery issues. (http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/drsi/training22012)
- Sustainable Communities Resource Center, HUD. The online resources center provides resources on rural, tribal, and small town sustainability, housing and transportation choice, economic competitiveness, green building, regional planning, and healthy communities. (<http://www.huduser.org/portal/sustainability/resources.html>)
- National Disaster Housing Strategy, FEMA and HUD. The strategy summarizes sheltering and housing capabilities, principles, and policies that guide and inform the disaster housing assistance process. The strategy also charts the direction that disaster housing efforts has taken to better meet the disaster housing needs of individuals and communities. (<http://www.fema.gov/emergency/disasterhousing/>)
- National Disaster Housing Task Force Practitioner Guide, FEMA. This guide provides guidance and tools to governments and entities such as the State-led Disaster Housing Task Force for developing strategies address emergency and interim housing. It also identifies preparedness and mitigation measures that enable all levels of government to better prepare for, respond to, and recover from different types and levels of disasters and resulting housing needs.
- Housing People with Disabilities Post-Disaster: Highlights issues that particularly impact people with disabilities and identifies points of concern that should be addressed by recovery planners and housing partners to support residents with disabilities.
- Long-term Community Recovery Planning Process: A Self-Help Guide, FEMA. (<http://www.fema.gov/pdf/rebuild/ltrc/selfhelp.pdf>)
- Mitigation and sustainability publications from the Mitigation Directorate, such as Planning for a Sustainable Future: The Link Between Hazard Mitigation and Livability, Rebuilding for a More Sustainable Future and the Mitigation Planning How-To series (FEMA).
- Long-term Community Recovery Tool Kit, Council of State Community Development Agencies.

Annex E: Infrastructure Systems Recovery Support Function

Purpose and Mission

The purpose of the Infrastructure Systems (IS) Recovery Support Function (RSF) is to integrate the capabilities of the Federal Government to support local, state, tribal, territorial, and insular area governments and other public and private infrastructure owners and operators in their efforts to achieve long-term recovery goals relating to infrastructure systems.

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

Overview of Partners

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

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

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

Table E–1: Members of the Infrastructure Systems RSF

Coordinating Agency	U.S. Army Corps of Engineers
Primary Agencies	Department of Energy Department of Homeland Security Department of Transportation Federal Emergency Management Agency U.S. Army Corps of Engineers
Supporting Organizations	Delta Regional Authority Department of Agriculture Department of Commerce Department of Defense Department of Education Department of Health and Human Services Department of Homeland Security Department of Housing and Urban Development Department of the Interior Department of the Treasury Environmental Protection Agency Federal Communications Commission General Services Administration Nuclear Regulatory Commission Tennessee Valley Authority

Objectives and Considerations

As a complement to the response and short-term recovery efforts taking place under the National Response Framework (NRF), the IS RSF, in conjunction with the other RSFs of the NDRF, will work to promote that:

- Interagency and intergovernmental planning efforts inclusive of private sector infrastructure owners and operators and related service providers occur at all levels.
- Technical assistance is provided to support local, state, tribal, territorial, and insular area government efforts to identify and prioritize critical infrastructure systems and assets.
- An interagency, inter-jurisdictional recovery planning process inclusive of private sector infrastructure owners and operators is initiated soon after a declared disaster, when appropriate.
- There are expedient damage assessments and recovery prioritization of infrastructure assets to include development of courses of action for execution of temporary and/or permanent repairs, in coordination with applicable local, state, tribal, territorial, and insular area governments as well as private sector owners and operators.
- Adequate Federal support and resources are provided to the extent possible to assist affected local, state, tribal, territorial, and insular area governments with effective community planning and redevelopment efforts.
- Legal, policy, and programmatic requirements that may potentially limit efficient recovery are identified and mitigated to the extent possible.

- The concepts of regional infrastructure resiliency and restoration are encouraged.
- Local needs and expectations contribute to a redefined state of normalcy.
- Mitigation opportunities that leverage innovative and green technologies and promote resiliency and sustainability are emphasized. This should be considered particularly in the advanced planning phase as well as throughout the recovery period.
- Funding mechanisms are continuously leveraged in an attempt to resolve identified funding gaps to the extent possible.
- Processes and policies support renewed economic activity, which encourages the recovery and return of survivors.
- Metrics and timelines for overall restoration and recovery efforts are defined and revised as necessary.

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

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

- Community Planning and Capacity Building
- Economic
- Health and Social Services
- Housing
- Natural and Cultural Resources

The national performance targets for this RSF are identified in the Recovery Core Capabilities section of the Recovery Federal Interagency Operational Plan base plan.



Figure E-1: Emergency Management Cycle for Critical Infrastructure

Post-Disaster Critical Tasks and Activities

Deliver Core Recovery Capabilities

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

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

- Technical assistance for the physical assessment, planning, construction, and ultimate recovery of community infrastructure assets
- Grants or loans to help both public and private entities finance the capital costs of recovering an infrastructure asset, and/or to finance the operational costs of the infrastructure
- Disaster assistance programs that may reduce risk through mitigation and disaster-resilient construction
- Effective use of all available local, state, tribal, territorial, insular area, and Federal governments' legal authorities to support the community recovery process.¹⁷

Federal IS RSF partners activated during a disaster will be educated by, or will have access to, experts familiar with commonly used forms of governmental disaster assistance, such as the Federal Emergency Management Agency's Public Assistance (PA) Grant Program. The IS RSF partners, in

¹⁷ Of particular note, in certain disasters that impact national defense or security, agencies within the IS RSF may be called on to help coordinate legal authorities, such as Title I of the Defense Production Act and the Defense Support of Civil Authorities, to help execute and prioritize critical infrastructure recovery.

conjunction with other RSFs, will work to coordinate and leverage other potential sources of assistance, such as nongovernmental organization and private sector funding¹⁸.

As part of the infrastructure systems support approach, the IS RSF will encourage and assist the impacted communities to chart out how they plan to implement and finance specific steps in the infrastructure recovery process¹⁹ (Figure E-2). Though this level of task-orientated specificity may not be needed in all circumstances, a general plan for financing and executing the RSF Coordination Plan is essential to a successful recovery process. It also highlights the importance of leveraging all available local, state, tribal, territorial, insular area, and Federal resources to support the Recovery Support Strategy (RSS) and, in particular, the IS RSF Recovery Coordination 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. (10/98)		X				State	
Task Op. 11.3 Initiate long-term systems rehab, cleaning/televising of collection lines. (9/30)		X		X		State	
Task Op. 12.1 Complete repairs to wastewater collection lines and lift stations. (9/1)		X		X		State	
Task Op. 12.2 Initiate long-term systems rehab, cleaning/televising of collection lines. (9/30)		X		X		State	
Task Op. 13.1 Repair intakes, transportation lines, pump stations, pre-treat, and reclamation facilities. (10/3)		X		X		State	
Task Op. 13.2 Complete technical study/pre-preliminary plan for water treatment plant. (10/1)		X		X		State	
Task Op. 13.3 Initiate preliminary engineering for water treatment plant and other key projects. (11/1)		X					
Task Op. 13.4 Repair/replace meters, maintain, facilities, water distribution maintenance. (10/1)		X		X		State	
Task Op. 13.5 Complete 2-mile limit drainage master plan for future development. (11/1)		X		X		State	

Source: City of Grand Forks, North Dakota.

Note: "CDBG" refers to the Department of Housing and Urban Development's Community Development Block Grant Program, "FEMA 406" refers to FEMA's Public Assistance Grant Program, "FEMA 404" refers to FEMA's Mitigation Grant Program, and "FHWA" refers to the Federal Highway Administration.

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

¹⁸ Nothing in this IS RSF annex is intended to modify, replace, or supersede the existing legal authorities, regulations, or program rules of a local, state, tribal, territorial, insular area, or Federal government entity that may assist in the infrastructure systems recovery process; nor will any IS RSF representatives have the immediate ability to modify, replace, or supersede these existing authorities, regulations, or programmatic rules.

¹⁹ 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).

Convene Recovery Support Function

When directed by the FDRC, the IS RSF is activated to support communities as they plan for, manage, and execute the infrastructure systems recovery process following a declared disaster. The course for effective recovery is set by decisions made and actions taken in the initial phases of disaster response. Some of the IS RSF agencies will be activated in the initial response phase in support of the NRF and accomplishment of Emergency Support Functions (ESFs) and NRF support annex missions. This pre-recovery NRF organization is crucial to ensuring a seamless transition to recovery.²⁰

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

Coordinate Linkages and Interdependencies

Maintaining proper communication practices and information sharing standards with the relevant local, state, tribal, territorial, and insular area governments, as well as the private sector, is a crucial element of all IS RSF actions. In keeping with the principles of the NDRF, this RSF is designed to support the local communities in charge of the recovery process. As such, any information produced or gathered by this IS RSF shall be shared with local, state, tribal, territorial, and insular area governments and the private sector to the greatest extent possible under the law²¹. Once activated, the coordinating and Primary Agency Federal partners of the IS RSF shall designate a point of contact based either locally at a field office or remotely to handle any information requests that may arise during recovery.²²

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

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

The IS RSF complements and informs the short-term recovery efforts that take place under the NRF. Upon activation, IS RSF members will engage with their ESF counterparts in order to shape long-term recovery actions. The IS RSF engages with several ESFs, including: ESF #1–Transportation

²⁰ 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.

²¹ Any classified information shall be shared only with individuals with proper clearance and a need to know. When working with private critical infrastructure owners and operators, the IS RSF will act in accordance with all necessary regulations, especially 6 C.F.R. Part 29, “Procedures for Handling Critical Infrastructure Information,” which implements the Critical Infrastructure Information Act of 2002.

²² Activation of IS RSF agency members is contingent upon receipt of a FEMA MA, as there is currently no funding in place for pre- or post-disaster recovery planning. Given the long-term nature of recovery, it is expected that an interagency agreement may be needed to define and fund the IS RSF after the initial MAs expire.

(Department of Transportation); ESF #2–Communications (Department of Homeland Security/Intelligence and Analysis and Infrastructure Protection); ESF #3–Public Works and Engineering; ESF #12–Energy (Department of Energy); and, as applicable, ESF #8–Public Health and Medical Services (Department of Health and Human Services) and ESF #10–Oil and Hazardous Materials Response (Environmental Protection Agency). As the ESF Response missions wind down, the priority of effort will shift to the IS RSF team facilitation of long-term recovery operations. The goal of the IS RSF is to ensure a seamless transition between response and recovery phases.

Identify Available Resources

See Resources and Capabilities section.

Provide Technical Assistance

One of the core activities for the infrastructure systems RSF is to help communities develop an approach to support infrastructure systems recovery, which will be unique to each community or regional situation. A plan may be developed for a single community or multiple communities or regions with distinct community-specific sub-plans, as appropriate and required. These sub-plans may vary in levels of complexity but should be coordinated across jurisdictions to facilitate an efficient recovery of the whole regional infrastructure system.

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

The plan should be:

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

The plan should not be:

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

Support Implementation of Local and State Recovery Plans

The IS RSF, in coordination with the FDRC and the five other RSFs, will work with impacted communities to develop a comprehensive recovery needs assessment report. In some circumstances, a particular infrastructure asset can have greater value to the region or Nation than it has to the community in which it is located²³. Therefore, IS RSF partners will work together to balance national, regional, and local priorities for infrastructure recovery. The IS RSF will take full advantage of existing infrastructure data, pre-incident studies, and post-incident response-phase damage assessments to develop the infrastructure systems recovery needs assessment. The analysis of the recovery needs assessment should communicate the condition of the varied infrastructure systems in relatable terms. For example, a community may choose to use a 1 (low) to 10 (high) scale of “recovery need” when assessing its infrastructure assets. Therefore, if a particular bridge is at a level 8, it is commonly understood by recovery planners that the magnitude of recovery need is greater than a power plant with a level 6. Assessment scales will have varying levels of complexity depending on the needs of the community, but all scales should facilitate simple comparisons across infrastructure systems (e.g., transportation, power, water, communications). At a basic level, the assessment scale should account for the level of damage to the asset compared with its pre-disaster state. At a more complex level, the assessment scale should account for such factors as the criticality of the asset to the community, what measure of time and resources would be required to recover the asset to a fully operational state, if temporary repairs can be made to the asset that raise its capacity to serviceable standard and , if there are alternative/redundant assets that can be improved to compensate for the damage to the asset. The Federal partners of the IS RSF will provide technical assistance to the communities in this infrastructure assessment and analysis process.

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

- Help modify the resource chart of the plan (example shown in Figure E-2), as mid-course corrections and challenges arise
- Assist the community in reprioritizing the stages of the infrastructure systems recovery process as new community demands arise

²³ For example, consider a natural gas supply pipeline that runs underground from one end of a town to the other, on its way to another community. While this pipeline may have lesser value to that town, it has tremendous value to its end destination. The value of this pipeline must be prioritized and accounted for in the community’s recovery plan.

- Facilitate scheduled conference calls and site visits, as needed, with infrastructure stakeholders to address the progress of recovery.

Transition to Steady State

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

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

Resources and Capabilities

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

Table E–2: RSF Coordinating Agency Functions

Coordinating Agency	Functions
U.S. Army Corps of Engineers	<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 Joint Field Office. ▪ 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.

Table E–3: RSF Primary Agency Functions

Primary Agency	Functions
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 local, regional, state, tribal, territorial, insular area and Federal 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.
Department of Homeland Security	<ul style="list-style-type: none"> ▪ Provides information, technical expertise, and analytical support addressing critical infrastructure interdependencies; physical and cyber vulnerabilities; and recommended protective measures in close coordination with public and private sector critical infrastructure owners and operators through Sector-Specific Agencies and subject matter experts. ▪ Provides technical expertise in cybersecurity and incident recovery. ▪ Provides assistance from the National Infrastructure Coordinating Center, the Infrastructure Protection Resources, and the National Infrastructure Simulation and Analysis Center. ▪ Provides technical expertise through coordination with Protective Security Advisors. ▪ Leads research and development of resilient infrastructure technologies that can minimize the downtime of essential infrastructure services. ▪ Coordinates multi-directional information sharing efforts across the critical infrastructure community, providing stakeholders with timely and relevant information to support and inform recovery activities through its Sector-Specific Agencies and subject matter experts.
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.
Federal Emergency Management Agency	<ul style="list-style-type: none"> ▪ Provides technical and financial assistance regarding program eligibility, application processes and project requirements (PA Grant Program) and funds Federal missions. ▪ Evaluates the status of emergency preparedness capabilities of local, state, tribal, territorial, and insular area governments in the vicinity of commercial nuclear power plants prior to restart.
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> ▪ See Table E–2.

Table E-4: RSF Supporting Organization Functions

Supporting Organization	Functions
Delta Regional Authority	<ul style="list-style-type: none"> ▪ Works to improve the lives of residents in parts of Alabama, Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee. ▪ Leverages investments made by other Federal departments, state, territorial, tribal and local partners and private entities. ▪ Provides technical assistance regarding program eligibility, application processes, and project requirements. ▪ Provides consultation and advocacy for transportation infrastructure improvements. ▪ Promotes opportunities to develop or use clean energy.
Department of Agriculture	<ul style="list-style-type: none"> ▪ Provides technical assistance and identifies current Department of Agriculture-financed utility system infrastructure and programs (electric, telecom, water, and waste) that may be utilized for recovery, including determinations of eligibility, application processes, and project requirements. ▪ Provides technical assistance and economic, physical damage assessment on agriculture infrastructure (crops, soils, livestock, meat, poultry, processed egg products, agricultural processing facilities, and on the agricultural supply). ▪ Supports RSF national and field level operations with subject matter expertise and staffing support, as appropriate. ▪ Executes agency mission during disaster recovery, supporting agriculture infrastructure and rural utilities. ▪ Leverages investments made by other Federal departments, state, territorial, tribal, and local partners and private entities.
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 (National Oceanic and Atmospheric Administration).
Department of Defense (Other Services)	<ul style="list-style-type: none"> ▪ Provides expertise in construction management, contracting, real estate services, and implementation and management of Federal infrastructure recovery programs.
Department of Education	<ul style="list-style-type: none"> ▪ Provides guidance on the recovery of public and private education facilities.

Supporting Organization	Functions
Department of Health and Human Services	<ul style="list-style-type: none"> ▪ Provides technical assistance to support recovery planning and post-disaster activities for public health, health care, behavioral health, and social services infrastructure. ▪ Provides technical assistance regarding program eligibility, application processes, and project requirements for Department of Health and Human Services programs as applicable under existing authorities. ▪ Provides assessment information regarding the consequences on the health and human services sectors in an affected community. ▪ Provides technical assistance as related to the recovery of public and private healthcare service delivery infrastructure. ▪ Provides technical assistance to Food and Drug Administration-regulated biologics device, drug, animal feed, and human food establishments to protect public health. ▪ Supports RSF national- and field-level operations with subject matter expertise and staffing support, as appropriate.
Department of Homeland Security	<ul style="list-style-type: none"> ▪ See Table E-3.
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.
Department of the 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).
Department of the Treasury	<ul style="list-style-type: none"> ▪ Provides technical advice on public and private partnerships in constructing infrastructure systems, payment systems, and financial flows.
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.
Federal Communications Commission	<ul style="list-style-type: none"> ▪ Provides communications infrastructure data. ▪ Maintains trained personnel to support interagency emergency response and support teams; additionally, be prepared to conduct damage assessments.
General Services Administration	<ul style="list-style-type: none"> ▪ Provides supplies, facility space, telecommunications support, transportation services, and contracting services through a centralized acquisition channel to rebuild infrastructure systems.

Supporting Organization	Functions
Nuclear Regulatory Commission	<ul style="list-style-type: none"> ▪ Assists in providing data, expertise, and technical assistance in nuclear power infrastructure recovery. ▪ Evaluates the emergency preparedness capabilities of commercial nuclear power plants prior to restart.
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.

Related Resources

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

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Annex F: Natural and Cultural Resources Recovery Support Function

Purpose and Mission

Purpose

The purpose of this Annex is to provide Natural and Cultural Resources (NCR) Recovery Support Function (RSF) guidance for coordinating disaster recovery with local, state, tribal, territorial, and insular area communities and to connect these communities to available resources or programs which assist the long-term recovery of damaged or destroyed NCR.²⁴ The organizations active in the NCR RSF may partner with local, state, tribal, territorial, and insular area government, nongovernmental organizations, nonprofits, the private sector, and individuals in disaster-stricken communities to leverage capacity, potential funding and other resources to help communities address at-risk and affected NCR with long-term solutions.

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

Mission

The mission of the NCR RSF, as stated in the NDRF, is to:

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

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

- Considerations related to the management and protection of NCR, community sustainability, and compliance with environmental planning and historic preservation requirements can be incorporated into long-term recovery efforts
- State and tribal governments and local communities are ready to address post-disaster long-term natural and cultural resource recovery needs
- Programs that support disaster recovery, technical assistance, and data sharing can be coordinated

²⁴ “Cultural Resources” includes historic properties as well as historic/cultural resources such as documents, art, and audiovisual materials.

- Post-disaster natural and cultural resource assessments and studies can be identified and conducted.

Overview of Partners

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

Table F-1: Members of the NCR RSF

Coordinating Agency	Department of the Interior
Primary Agencies	Department of the Interior Environmental Protection Agency Federal Emergency Management Agency
Supporting Organizations	Advisory Council on Historic Preservation Corporation for National and Community Service Council on Environmental Quality Delta Regional Authority Department of Agriculture Department of Commerce Department of Homeland Security/National Protection and Programs Directorate General Services Administration Heritage Emergency National Task Force Institute of Museum and Library Services Library of Congress National Archives and Records Administration National Endowment for the Arts National Endowment for the Humanities U.S. Army Corps of Engineers

The Department of the Interior (DOI) is the Coordinating Agency for the NCR RSF. When the Coordinating Agency accepts a reimbursable mission assignment (MA) from the Federal Emergency Management Agency (FEMA), it facilitates effective communication and coordination among NCR RSF Primary Agencies, Supporting Organizations, other partners, and stakeholders that include, but are not limited to, the corresponding local, state, tribal, territorial, insular area government; nongovernmental organization; nonprofit; and private sector that comprise the disaster-affected community. This will minimize the potential for duplicative efforts, confusion, and unnecessary burdens on the local, state, tribal, territorial, and insular area community. The Coordinating Agency will encourage the local, state, tribal, territorial, and insular area leadership of disaster-impacted communities to take ownership of the recovery planning process and to exercise local primacy and initiative.

The Primary Agencies will play leadership roles in identifying, assessing, and planning for the recovery of NCR in disaster-impacted communities. This is especially true for the Primary Agencies (or Supporting Organizations) that happen to be deployed to a community immediately after a

disaster, as they will be able to provide initial, firsthand information about disaster impacts and potential long-term community recovery needs. The agencies and organizations that are active partners of the NCR RSF can help foster communication and coordination throughout the recovery process, and encourage recovery stakeholders—including the local, state, tribal, territorial, and insular area organizations and experts—to form a NCR task force. As prescribed by the NDRF, the NCR RSF Annex stresses the importance of local primacy in the recovery process. The RSF partners can aid coordination and facilitation but do not occupy a primary role on the task force. Local, state, tribal, territorial, and insular area representatives take leading roles in this community-driven process, which will help secure buy-in and support from impacted community members.

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

- **Natural Resources**
 - Tribal partners and stakeholders may include representatives from agencies, organizations, confederations, or councils, such as tribal environmental protection organizations, natural resources organizations, and planning departments.
 - State partners and stakeholders may include representatives from agencies, organizations, or departments that oversee natural resources, environmental protection, and fish and wildlife protection.
 - Local partners and stakeholders may include representatives from agencies, organizations, or departments, such as planning departments, local media, and certain nongovernmental organizations that operate at the local level.
- **Cultural Resources**
 - Tribal partners and stakeholders may include representatives from agencies, organizations, confederations, or councils that oversee archives, cultural centers, historic preservation, libraries, and museums.
 - State partners and stakeholders may include representatives from agencies, organizations, or departments that oversee archives, asset management, historic preservation, and state parks.
 - Local partners and stakeholders may include representatives from agencies, organizations, or departments such as planning departments, performing arts organizations, and archival organizations.

While the local, state, tribal, territorial, and insular area agencies and stakeholders would organize and comprise the task forces, the partners active in the NCR RSF would coordinate and communicate with these task forces to help ensure that NCR that are important to the community, as well as those considered nationally significant, are addressed in disaster recovery plans. Some other entities that

are not active partners of the NCR RSF, but may work in coordination with the NCR RSF members, could include:

- Preservation nonprofits (such as the National Trust for Historic Preservation including the Main Street Program)
- Preservation professionals from organizations such as American Institute of Architects, American Association for State and Local History, Association for Preservation Technology, American Planning Association, and American Institute for Conservation.
- U.S. Green Building Council.

Objectives and Considerations

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

Natural Resources

This list includes opportunities and challenges natural resource stakeholders--RSF partners, local, state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses, and individuals may face during recovery. The ability of the NCR RSF to coordinate these issues following a disaster is dependent on the successful execution of MAs or 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 F-2: Natural Resources Objectives and Challenges

Objectives	<ul style="list-style-type: none"> ▪ Early integration of environmental staff ▪ Early coordination with local, state, tribal, territorial and insular area entities ▪ Using programmatic agreements ▪ Incorporating environmentally friendly designs ▪ Integrating sustainable planning elements ▪ Consideration of lowest cost options
Considerations	<ul style="list-style-type: none"> ▪ National Environmental Policy Act (NEPA) requirements ▪ State environmental policy requirements ▪ Best management practices ▪ Endangered Species Act (ESA) issue avoidance ▪ Funding for programs from other agencies

Objectives

- Integrate environmental staff knowledgeable in natural resources and environmental regulatory requirements early in a disaster recovery planning process to:

- Address potential environmental or regulatory issues
 - Identify potential problems or regulatory process bottlenecks
 - Improve efficiency.
- Achieve early coordination between regulatory agencies and state/tribal/local agencies to alleviate subsequent project delays and identify Federal funding constraints. (Regulatory requirements for required mitigation or mandatory impact avoidance measures can affect a project's physical elements, schedule, and cost.)
 - Develop pre-existing (pre-disaster) programmatic agreements between natural and cultural resource agencies to facilitate post-disaster recovery options. (For example, some FEMA regional offices have developed programmatic agreements (for separate states) with the National Oceanic and Atmospheric Administration (NOAA), regarding review of projects that involve Federally-listed threatened and endangered fish species under NOAA jurisdiction. These agreements provide a streamlined review system for projects that meet certain conditions.)
 - Provide assistance to jurisdictions regarding the applicability of environmentally friendly design to guide recovery projects. (For example, projects that require work in or near sensitive habitats, surface waters and wetlands may require integration of environmental mitigation design elements to mitigate a project's detrimental natural resource effects. Similarly, some communities may not have the expertise required to incorporate bio-engineering elements into their projects. Outside resources such as contract support may be needed in the Federal budgeting process.)
 - Integrate sustainable planning elements to provide a multi-disciplined effort that includes consideration of long-term environmental effects to natural resources, integration of open space and sensitive resources, and community well-being. (For this to occur, a natural resource specialist is needed early in the discussion of community recovery options.)
 - Achieve lowest cost options. (Additional cost to meet required mitigation or permit conditions may be outside the Federal budgeting process unless specifically required to meet the Federal resource agency mandates. Early determination of potential costs and budget responsibility will aid the environmental documentation and review process. In addition, it should be made clear early in a recovery program that any long-term environmental monitoring or other permit conditions are the responsibility of the jurisdiction or public entity, not the Federal Government.)

Considerations

- NEPA requirements. Staff should be familiar with NEPA and how the FEMA region implements these requirements. Early coordination by NEPA experts will enable an efficient documentation process and avoid unanticipated delays in applicable agency coordination or project design changes, to minimize environmental effects.
- State environmental policies. Staff should either be familiar with or work with the state to understand how state policies may impact recovery planning efforts. Additionally, they should understand how state policies may relate to Federal policies (i.e. understand how one may be stricter than another with respect to specific environmental concerns).
- Best management practices. Staff should also understand best management practices as they relate to recovery projects that could have environmental impacts. More importantly, they must convey to local stakeholders the importance of incorporating these practices as projects are developed.

- ESA issue avoidance. NEPA and ESA compliance can occur on parallel tracks, but ESA consultation must be executed prior to completion of the NEPA process. Early identification of any ESA issues and coordination with the appropriate Federal agencies is essential. ESA issues will vary greatly among regions and states.
- Funding for programs is a major consideration for the recovery of NCR. Funding cycles, as well as the general state of funding availability, may affect the availability of multiple agencies' funding for programs.

Cultural Resources

This list includes opportunities and challenges cultural resource stakeholders -- RSF partners, local, state, tribal, territorial, and insular area agencies, private nonprofits, private sector businesses, and individuals may face during recovery. The ability of the NCR RSF to coordinate these issues following a disaster is dependent on the successful execution of MAs 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 F–3: Cultural Resources Objectives and Challenges

Objectives	<ul style="list-style-type: none"> ▪ Using programmatic agreements ▪ Early identification of funding sources ▪ Coordination with other RSFs ▪ Integrating specialists with specific preservation expertise ▪ Leverage The Federal Historic Preservation Tax Incentives program
Considerations	<ul style="list-style-type: none"> ▪ Damage to culturally and historically significant materials ▪ Loss of documentary evidence and/or essential records ▪ Museums, libraries, and other repositories are not always prepared for a disaster ▪ The private sector, nonprofits and individual owners may lack resources ▪ Impediments to data sharing ▪ Funding gaps

Objectives

- Pre-identifying funding sources for cultural resource needs (e.g., artifact conservation, building rehabilitation, document recovery, archaeological site preservation).
- Provide post-disaster Federal assistance in completing surveys and National Register of Historic Places (NRHP) designations to prevent inappropriate repairs affecting historic integrity of a place or district.
 - Focus on those resources eligible to receive Federal funding or assistance.
 - For other structures, provide appropriate Federal technical assistance, such as assistance via the telephone, web, or other publications.
 - State and nongovernmental organization technical assistance and funding may be available.

- Explore opportunities to use programmatic agreements and pre- and/or post-disaster coordination with funding resources to expedite processes and allow property owners to restore their property in a more expedient manner. (If a programmatic agreement or other coordination vehicle is not in place, the local, state, tribal, territorial, and/or insular area nonprofits may step in to provide expertise and guidance.)"
- Coordinate with other RSFs to provide valuable information on cultural resources. (For example, the Housing RSF may coordinate housing resource fairs and other workshops, which would serve the NCR RSF as a point of distribution. Information could also be disseminated through a full-time housing resource center, if one is set up. Following Hurricanes Katrina and Rita, pattern books²⁵ and other guidance documents were made available to the public in Mississippi and Louisiana to help decision making about the kinds of repairs/rebuilds they might make to their homes. Information about funding sources may also be made available to the public.

Considerations

- Specialists who understand NEPA compliance for cultural/historical resources do not necessarily know the Secretary of the Interior Standards (e.g., for rehabilitation), nor do they always know about preservation programs and funding sources. This is because NEPA is focused on environmental compliance. Bringing in specialists with specific preservation expertise will help ensure preservation standards are met. Other specialists (such as grants and tax credit specialists) can be brought in to focus on funding issues. These specialists may come from a myriad of sources, including the Federal Government, the SHPO, and nongovernmental organizations, such as the American Institute of Architects, the National Trust for Historic Preservation, the Advisory Council on Historic Preservation, and the American Institute for Conservation. The Federal Historic Preservation Tax Incentives program supports the rehabilitation of historic and older income-producing structures. Historic buildings are eligible for a 20% Federal tax credit if listed individually in the NRHP or as a contributing building to a National Register-listed or certified state or local historic district. Also, historic rehabilitations must meet the Secretary of the Interior's Standards for Rehabilitation. Non-historic, non-residential buildings built before 1936 are eligible for a 10% Federal tax credit. From time to time, Congress has increased these credits for limited periods for the rehabilitation of buildings located in areas affected by natural disasters. Many states also have similar state tax credit programs. Individual property owners may not: know if their properties are already eligible; have the resources or expertise to nominate their property/properties to become eligible; be aware the tax credit program exists; or know how to obtain tax credits. Misunderstandings exist about the meaning of having a property listed; providing more information about the benefits of listing, as well as the tax credit program, can be useful.
- Collections of cultural and historic significance may be damaged in disasters. These holdings—including irreplaceable books, documents, photographs, audio-visual records, art, and artifacts—may represent a community's heritage and provide a focus for tourism. Their preservation is critical to both economic recovery and community resilience.

²⁵ 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."

- Museum, library, and other cultural institution collections are often dependent on grants and other funding and are not always well prepared for disaster (i.e., although they should, they do not always, have emergency plans in place). In the past, FEMA has helped state-run or eligible nonprofits, (e.g., New Orleans Museum of Art and Fort Jackson), but not all nonprofits are eligible for FEMA assistance. These institutions are often dependent on help from the preservation community or organizations and agencies such as the National Endowment for the Humanities, SHPOs, and the National Trust for Historic Preservation. It is important that these types of institutions understand both NRF and NDRF concepts and how they can be implemented to leverage resources. Additional information can be found in the Guide to Navigating Federal Emergency Management Agency and Small Business Administration Disaster Aid for Cultural Institutions.
- Private nonprofits and individual owners or businesses are not always able to find the resources to rehabilitate or restore their historic properties. These properties can contribute to the economic health²⁶ of the town (especially those on “Main Street”); and, if they cannot be rebuilt or restored (or are rebuilt or restored in a way that negatively affects the historic integrity of and detracts from downtown), the ability of the community to recover from disaster may be hampered. Private sector operators of business on or in natural resources or cultural properties may play an important part of the local economy.
- There are several potential impediments to effective data sharing. Information on cultural resources is stored in different ways in each state. The information may be located at a clearinghouse run by the state, a university or a museum. In some cases, the information is kept by an often overwhelmed SHPO/THPO. The information may be in hard copy or electronic form. Mapped information may be in a geographic information system format, but the platform varies. Different types of information are also collected by each state, so comparing data can be problematic. These variables make analysis very difficult to accomplish quickly. Control of the information is also an issue, as much of it is considered sensitive data only to be shared with professionals, universities, or other predetermined parties. Finally, most of the available data on cultural resources comes from studies resulting from a need for NEPA or National Historic Preservation Act (NHPA) compliance. These studies only look at the project area, so there may be important resources that have not been identified or inventoried. For this reason, it is very important to include local expertise during assessments, in order to learn what those unidentified resources are.
- Some funding gaps may occur when FEMA Public Assistance (PA) funding does not cover a particular aspect of a historic property. For example, tornadoes touched down in the Nashville, Tenn., area in 1998, felling thousands of trees. More than 1,000 trees on the Hermitage plantation, Andrew Jackson’s home, were damaged or felled. Tree and shrub replacements are normally not eligible for FEMA PA funding; however, many of these trees were more than 150 years old and were considered important elements of the NRHP- and National Historic List-listed property. Other Federal agencies and volunteer efforts were needed to bridge the gap. Further funding gaps can occur because a particular private nonprofit does not qualify for FEMA PA funding (e.g., an old theater used for performing arts in Milton, Fla., was damaged by Hurricane Ivan and had to rely on non-Federal funding to conduct repairs). Partnerships and resource coordination have helped fill these gaps.

²⁶ American Planning Association Policy Guide on Historic and Cultural Resources, 1997, and Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide*. National Trust for Historic Preservation; 2nd Edition, March 1, 2005.

Critical Tasks/Activities

Pre-Disaster Preparedness

Depending on the characteristics and scope of the disaster, the NCR RSF will coordinate available Federal and supporting nongovernmental organization resources to assist disaster-impacted communities and perform the following critical tasks.

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

Post-disaster Recovery

Enhanced Recovery Challenges

Described below are two overarching challenges that the NCR RSF may face in addressing disaster recovery, along with potential courses of action to address the challenges. These enhanced challenges were developed by the RSF agencies and organizations during an exercise where they were asked to consider major recovery challenges and courses of action following a hypothetical major disaster scenario.

- Challenge 1: Coordinating with response activities to protect fragile NCR. In particular, the challenge is to address these issues early in the process.
 - Preferred Course of Action: Pre-planning with response and recovery partners for post-incident activities that can protect NCR
 - Pre-disaster Operational Steps:
 - The FEMA Regional Environmental Officer will encourage local, state, tribal, territorial, and insular area governments to include natural and cultural resource expertise at Emergency Operations Centers.
 - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to establish a network of potential responders and recovery partners who can participate in whole-community recovery.
 - FEMA Regional Offices and the NCR RSF partners work with tribal and state governments and other RSF Primary Agencies and Supporting Organizations to develop a methodology to assess needs post-disaster.
 - FEMA Regional Offices and the NCR RSF partners encourage tribal and state governments and RSF Supporting Organizations to proactively create an inventory

identifying key resources to prioritize protection of pre-disaster and/or restoration of post-disaster.

- Post-disaster Operational Steps:
 - The FDRC and NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to assess and address capacity gaps.
 - The FDRC and NCR RSF partners facilitate the extension of expertise to communities so that considerations related to the management and protection of NCR as well as compliance with environmental planning and historic preservation requirements are incorporated into long-term community recovery efforts.
 - DOI works with other Primary Agencies and Supporting Organizations; local, state, tribal, territorial and insular area governments; nongovernmental organizations; the nonprofit sector; and the private sector to ensure that programs that support disaster recovery, technical assistance, and data sharing can be coordinated.
- Challenge 2: Determining the extent and characteristics of hazardous material contamination. This includes determining what methods are necessary for clean-up and how long the contamination will exist. This is not just a Federal responsibility. Sometimes responsible parties are hard to identify.
 - Preferred Course of Action: Pre-planning identification and mitigation of facilities or sites in the path of hazards. Looking for opportunities to incorporate whole-community approach. Establishing regulatory and environmental review processes in advance.
 - Pre-disaster Operational Steps:
 - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify most likely entities with facilities or sites where hazardous material contamination could occur. Encourage pre-disaster preparedness planning for those facilities most at risk.
 - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify methodologies for identifying post-disaster hazardous material contamination and mitigating the effects.
 - FEMA Regional Offices and the NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify and engage with partners that are most likely to have the capacity for identifying post-disaster hazardous material contamination and mitigating the effects. FEMA Regional Offices and the NCR RSF partners and other RSF Primary Agencies and Supporting Organizations identify ways to streamline regulatory and environmental review post-disaster.
 - Post-disaster Operational Steps
 - The FDRC and NCR RSF partners work with local, state, tribal, territorial, and insular area governments and other RSF Primary Agencies and Supporting Organizations to identify partners from the nongovernmental organizations, the

nonprofit sector, the private sector, and individuals to incorporate a whole-community approach to recovery.

- The FDRC and NCR RSF partners engage and support the community to form a task force to address hazardous material issues with a whole-community approach.

Additional Tasks

Deliver Core Recovery Capabilities

The objective of the NCR RSF is to provide guidance that will enable:

- Provision of a systematic approach to understanding the interdependencies and complex relationship of NCR to the well-being of the community and its recovery
- Activation and deployment of agencies and Supporting Organizations
- Supporting the Mission Scoping and Assessment Report
- Recovery Support Strategy (RSS) development
- Facilitation of information sharing
- Encourage stakeholders to identify issues
- Synchronization of activities undertaken through other RSFs
- Coordination of cross-jurisdictional issues
- Identification of opportunities to achieve resource protection through hazard mitigation strategies
- Leveraging of Federal resources and programs to help local, state, tribal, territorial and insular area communities mitigate disaster impacts
- Addressing of policy issues
- Encouraging of partners to support a Long-Term Community Recovery planning effort.

Convene Recovery Support Function

Provide a Systematic Approach

The NCR RSF partners' technical expertise can be used to help foster a systematic approach to recovery that recognizes the interdependencies and complex relationships of NCR to the wellbeing of the community.

Activate and Deploy Agencies and Supporting Organizations

The NCR RSF partners may be requested to accept reimbursable MAs and subsequently to deploy staff to assist recovery effort. Alternatively, when staff resources are unavailable or limited, they may be requested to devise alternate methods to assist long-term NCR recovery needs and provide technical assistance remotely when their workload allows. Deployment of NCR RSF partners/staff may be unnecessary, unless the community remains overwhelmed by the impacts from the disaster and the community's recovery strategy identifies a specific need. Even then, deployments may not always be possible, and in those cases the FDRC must coordinate with the NCR RSF partners and state/tribal/territorial/local stakeholders to develop contingency plans for securing technical assistance.

Identify Priorities and Conduct More In-Depth Assessment (if needed)

Supporting the Mission Scoping and Assessment Report

Once the community organizes its NCR task force, the NCR RSF partners may be recruited to communicate with the task force, to help clearly articulate recovery needs and to identify the capacity required to meet those needs. In order to accomplish this scoping and assessment process in a timely manner, it will be important to incorporate existing data. For instance, information may be already gathered by FEMA PA staff, or there may be pre-existing information available from state or Federal agencies (e.g., SHPO/THPO, Fish and Wildlife). The NCR RSF partners may help to coordinate the sharing of data. The NCR RSF partners encourage communication among the task force members and the agencies involved by identifying new and/or existing NCR RSF-specific paths of communication, while addressing communication gaps and avoiding duplicate efforts.

Recovery Support Strategy Development

The NCR RSF partners may be requested to help the community reach a common understanding of its recovery needs so that an appropriate RSS can be developed in a timely manner. This will require identification of, and coordination with, all entities involved in the recovery effort, including other mobilized RSF partners, and should lead to the identification of NCR-specific resource gaps. The RSS will be developed with input from local, state, tribal, territorial, and insular area stakeholders, task force members, and RSFs.

Facilitate Information Sharing

The NCR RSF partners may help coordinate all aspects of NCR recovery and assistance through all post-disaster phases and to help identify where resources might be leveraged to support the recovery in ways that avoid waste and improve effectiveness. They may be requested to assist local, state, tribal, territorial, and insular area partners, as well as private nonprofits, in identifying NCR-specific information gaps.

Encourage Stakeholders to Identify Issues

The NCR RSF partners may be requested to work closely with the community task force to develop a plan for coordinating and using resources. Part of the assistance strategy will include determining which types of assistance the community needs (i.e., compliance, technical assistance, data sharing and/or other programs) and whether the assistance will be targeted (focused on one or a few disaster impacts) or whether multiple types of assistance will be needed to address multiple issues. This will help the community assess which agencies and stakeholders need to be engaged. Based on assessments of disaster-impacted community capacity, it is expected that one of the following scenarios will be identified in the RSS:

- The level of the disaster impact is well within the community's capacity to manage its own recovery, and the FDRC will only need to be informed when/if the situation changes or new information is discovered by already-deployed field personnel.
- The level of the disaster impact encumbers the community's capacity, and the FDRC will engage nongovernmental organizations and the private sector and other local, state, tribal, territorial, and insular area partners to improve capacity (possibly through formation of a task force).
- The level of the disaster impact will exceed the community's capacity, and the FDRC will need to engage the Federal partners and coordinate efforts to provide targeted assistance to the community.

- The level of the disaster impact will overwhelm the community's capacity, and the FDRC will need to seek and engage outside parties and coordinate recovery efforts to assist the community.

Coordinate Linkages and Interdependencies

Coordination with Relevant ESFs and Other Frameworks

The NCR RSF is a complement to the response and short-term recovery efforts that take place under the NRF. As the ESF response missions are achieved, the NCR RSF will take over long-term recovery operations, if needed, for the disaster-impacted communities. ESF #11 (Agriculture and Natural Resources), is a key ESF with which the NCR RSF will work closely. ESF #11 (Agriculture and Natural Resources) has several response and short-term recovery responsibilities, including those related to the protection of NCR and historical properties.

Transition from ESF #11 (Agriculture and Natural Resources) response activities to NCR RSF recovery activities should be eased by the fact that some of the same agencies are involved in both activities. This will help convey institutional knowledge gained in the response phase to those involved in the recovery phase of a disaster. This overlapping of response and recovery phases will also help ensure there are no gaps. In order to achieve a smooth transition between response and recovery phases, NCR RSF members should be involved early in the disaster response phase to understand the disaster impacts on a community and its recovery needs. It is important to note that departments, agencies and other organizations involved in the recovery phase may not be the same departments, agencies, or organizations involved in the response phase, because each phase requires similar but distinct skill sets. This is another reason why coordination between the NCR RSF and ESF #11 (Agriculture and Natural Resources) is critical.

Coordination with Other RSFs and within the Joint Field Office

The organizational structure for coordinating and managing the RSFs at a Joint Field Office (JFO) are described in more detail in the base Recovery Federal Interagency Operational Plan (FIOP). RSF agency staffers deployed to work at the JFO are led by the FDRC directly, or with the help of a Coordination Branch Director, if needed. For guidance on how this structure can be scaled up or expanded to facilitate Federal coordination and the delivery of recovery assistance, refer to the base Recovery FIOP.

Regardless of the JFO structure or scope of the disaster, if the NCR RSF is activated by FEMA, its activities will also need to be coordinated with the other activated RSF activities. The FDRC's role as a coordinator of the activated RSFs is critical because it may enable the NCR RSF partners to leverage resources or capabilities to meet recovery needs in a holistic manner. For example, if a historic residential neighborhood is impacted, the NCR RSF will coordinate with the Housing RSF to address basic housing needs as well as the preservation of historic resources in the neighborhood. There may be disaster-impacted natural resources that also serve as community infrastructure. In this case, the FDRC would need to coordinate NCR RSF activities with the Infrastructure RSF activities to ensure the resources they both bring to the table are leveraged. The table below provides example scenarios where the NCR RSF partners would be coordinated by the FDRC to work with other RSFs.

Table F-4: Relationships between the NCR and other RSFs

RSF	Potential Connection to the NCR RSF
Community Planning and Capacity Building	To address natural or cultural resource impacts in a community through strategic planning, leveraging Community Planning and Capacity Building RSF resources, as well as tribal, state, or local capacity.
Health and Social Services	To address impacted health and social service programs that rely on NCR impacted by the disaster.
Economic	To address the rehabilitation of commercial properties within historic districts, cultural properties and institutions, and parks and protected areas used for recreation and to integrate NCR activities into economic growth through tourism or other initiatives.
Infrastructure	To address the rehabilitation of natural resources that may also act as part of a community’s infrastructure (e.g., floodplains, natural dikes, roads acting as dams, water sources). In addition to natural resources, manmade resources such as waste water treatment plants may also be addressed.
Housing	To address the rehabilitation of residential buildings within historic districts and to integrate historic components into the rebuilding of historic homes.

In addition to the FDRC and, at times, other RSFs partners, FEMA’s Community Recovery Assistance Specialists are deployed to disaster-impacted communities when needed. These specialists come from many different backgrounds. Some are hired locally. They directly engage disaster-impacted local, state, tribal, territorial, and insular area officials and community stakeholders in long-term recovery efforts. They frequently facilitate community meetings where disaster impacts and potential solutions are discussed. In addition to the FDRC and other RSF partners, Community Recovery Assistance Specialists may also assist the NCR RSF partners.

Coordination with the Whole Community

RSF partners, through coordination with other agencies, organizations, and levels of government can facilitate assistance to help achieve a successful recovery. In addition to these organizations, other partners must also be engaged to support a whole-community effort to recovery. These include nongovernmental organizations, the nonprofit sector, the private sector, and individuals. Such an array of stakeholders can potentially provide technical expertise, donated supplies and/or labor and, in some cases, funding support for recovery projects. The combined efforts of all levels of government, organizations and groups, and individuals can help foster whole-community contributions to recovery and help ensure a combination of perspectives and resources are drawn upon to enable a holistic recovery.

Synchronize with Other RSFs

The NCR RSF Coordinating Agency facilitates regular communication and cooperation among partners and encourages cross-coordination with other RSFs so the community can better protect its NCR resources and properties, and the recovery planning efforts can adequately address NCR issues.

Coordinate Cross-Jurisdictional Matters

The NCR RSF partners may be requested to facilitate access to Federal programs and to provide coordination so that cross-jurisdictional matters are not impediments to progress.

Identify Available Resources

Leverage Federal Resources and Programs

Based on the assessment, the FDRC and NCR RSF engage the appropriate partners and state/tribal/territorial/local stakeholders to identify funding sources and coordinate the process to improve leveraging opportunities.

Private and other resources

The FDRC and NCR RSF work with the appropriate partners and the private sector to develop partnership and leverage resources in support of community disaster recovery.

Provide Technical Assistance

Identify Opportunities to Leverage Resource Protection through Hazard Mitigation Measures

Upon activation, the NCR RSF partners coordinate with FEMA Hazard Mitigation to identify opportunities to leverage projects in the recovery plan through hazard mitigation funding or programs. Effective coordination partners may significantly increase a community's chances of identifying opportunities for leveraging support for its recovery projects.

Address Policy Issues

The FDRC encourages the NCR RSF partners to identify methods to streamline and leverage Federal agency grant programs, applications, and incentives and to communicate these programs clearly to the affected community. Another component of this is helping disaster-impacted local, state, tribal, territorial, and insular area communities understand how their existing policies (or lack thereof) could be impeding recovery progress. For example, implementing certain mitigation practices may not be possible if planning or zoning regulations are not in place. Ideally, someone already familiar with the policies of the disaster-impacted local, state, tribal, territorial, and/or insular area community is included in this effort.

Support Implementation of Local and State Recovery Plans

The FDRC encourages the NCR RSF partners to support long-term community recovery planning. The NCR RSF partners may help build support for the community's recovery efforts and help coordinate efforts to find targeted funding sources for specialized areas such as restoration/rehabilitation of cultural resources such as landscapes, historic structures, libraries, museums, historical societies, records/archives repositories, and collections housed therein. Efforts should include compliance with the Americans with Disabilities Act and Section 504 of the Rehabilitation Act.

Transition to Steady State

As the recovery process moves forward, RSF partners and recovery teams will begin to demobilize from the disaster-impacted communities. This demobilization of Federal resources should not indicate to the local, state, tribal, territorial, and insular area governments, or to the disaster-impacted community that the recovery process is over. It is important that all RSFs prepare them to carry on the recovery process and make the transition as smooth as possible. This preparation begins immediately upon engagement with community stakeholders, so when Federal resources are demobilized and the JFO is closed, the local, state, tribal, territorial, and insular area governments are prepared to manage long-term recovery on their own.

Maintaining coordination with the local, state, tribal, territorial, and/or insular area community throughout the process, especially while the disaster is active, will ensure recovery efforts are

maintained into the future. The engagement of the NCR RSF is, in many ways, a capacity-building process that allows local, state, tribal, territorial, and insular area agencies to gain an understanding of the resources available to them and to manage the recovery process. For example, in the case of a disaster on tribal lands, if the Bureau of Indian Affairs has a program that might address an infrastructure issue, the RSF can advise the disaster-affected tribe on the steps needed to leverage the program. This will prepare the tribe to manage the project after RSF demobilization.

In some instances, recovery needs may be issues that existed before the disaster but were amplified by disaster impacts. For example, certain cultural resources may have already been in disrepair, and it is possible the community was already working with the appropriate agency or other organizations to address the issue(s). In this case, the local, state, tribal, territorial, or insular area community may already be prepared to continue addressing the issue, but may need guidance to address the greater impacts caused by the disaster.

Regardless of a disaster's scope, local primacy is critical to the recovery process. This involves both allowing the impacted community to lead recovery efforts and preparing them to maintain that leadership in the long-term.

Roles and Capabilities

Recovery Authority and Funding

Whether or not the RSF partners can be used in disaster recovery depends on the following factors: the type, scope, location and seasonal timing of the disaster; the extent of damages and destruction it has caused; the NCR and historic properties adversely impacted; and the timeframe, scope, and cost of subsequent recovery efforts and projects. In addition, the availability of many NCR RSF partners to devote time or deploy staff to assist community recovery is constrained by several realities. Among these constraints: the primary mission of staff is the conduct of base programs (as authorized by statute and funded by applicable appropriations) and the relative nexus of programs and/or land management units to the affected disaster area's damaged resources may be limited. The extent to which DOI and other NCR RSF partners can accept MAs for recovery work depends on the degree to which they can be adequately reimbursed by FEMA's Disaster Fund for assistance/work. Moreover, there is a need for FEMA (and its FDRC) to clearly specify the work/expertise requested of DOI and other NCR RSF partners. This is required to make sure the NCR RSF partners can wisely respond to FEMA's requests and efficiently address the recovery needs of the affected local communities.

Capabilities and Resources of Member Departments and Agencies

The table below outlines the types of potential resources and capabilities that different RSF member agencies and Supporting Organizations may contribute to a community's recovery effort.

Table F–5: RSF Coordinating Agency Functions

Coordinating Agency	Functions
Department of the Interior	<ul style="list-style-type: none"> ▪ Represents NCR RSF at the national level. ▪ Maintains communication within the NCR RSF and across other RSFs for natural and cultural resource recovery issues and develops an action plan to avoid duplication of efforts. ▪ Coordinates activation and deployment of recovery personnel. ▪ Coordinates and leverages applicable Federal resources for recovery of NCR. ▪ Monitors supported and implemented recovery programs. ▪ Evaluates the effectiveness of Federal NCR RSF efforts.

Table F–6: RSF Primary Agency Functions

Primary Agency	Functions
Department of the Interior	<ul style="list-style-type: none"> ▪ Provides technical assistance and subject matter expertise in assessing impacts on NCR following a disaster and during recovery activities. ▪ Coordinates with appropriate state, tribal, territorial, insular area, and Federal entities to ensure actions taken during recovery operations consider NCR. ▪ Shares best practices and assists in development of programmatic approaches to address NCR issues. ▪ Provides technical expertise on NEPA and NHPA compliance. ▪ Stabilizes drastically-disturbed landscapes, restores damaged/highly-eroded watersheds, and provides project management. ▪ Provides tribal consultation and coordination through the Tribal Assistance Coordination Group and provides technical assistance to tribes to develop policies and procedure to address emergency management issues.
Environmental Protection Agency	<ul style="list-style-type: none"> ▪ Provides technical assistance to support recovery planning of public health 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.

Primary Agency	Functions
Federal Emergency Management Agency	<ul style="list-style-type: none"> ▪ Provides leadership, technical, and financial assistance to Federal recovery missions, including guidance on IA, PA, and Hazard Mitigation Program eligibility. ▪ Identifies relevant Federal programs and incentives that have a role in supporting the preservation, protection, conservation, rehabilitation, recovery, and restoration of NCR during recovery. ▪ Promotes the principles of sustainable and disaster resistant communities through the protection of natural resources such as coastal barriers and zones, floodplains, wetlands, and other natural resources critical to risk reduction. ▪ Promotes activities that cultural institutions can pursue to develop and implement strategies for the protection of cultural collections and essential records.

Table F-7: RSF Supporting Organization Functions

Supporting Organization	Functions
Advisory Council on Historic Preservation	<ul style="list-style-type: none"> ▪ Performs outreach to stakeholders regarding proposed mitigation for disasters affecting historic properties. ▪ Develops program alternatives to expedite Federal agencies' compliance with Section 106 of NHPA. ▪ Provides policy advice regarding historic preservation focused on the nature of the incident. ▪ Trains and educates agencies and other stakeholders regarding historic preservation reviews. ▪ Collaborates with agencies on coordination and integration of NEPA and NHPA into recovery initiatives or projects.

Supporting Organization	Functions
Corporation for National and Community Service	<ul style="list-style-type: none"> ▪ Assists communities across the Nation in preparing for, responding to and recovering from disasters through two primary national service programs: AmeriCorps and Senior Corps. ▪ Provides trained members to support communities with their most pressing needs, particularly long-term recovery issues. ▪ Facilitates and leverages volunteer engagement for disaster recovery by working closely with State Service Commissions, National Voluntary Organizations Active in Disaster, other local, state, tribal, territorial, and Federal partners to provide national service members and resources in a variety of recovery functions. ▪ Engages in the following recovery functions (this is a partial list); case management intake, direct physical labor, volunteer management, and capacity building for Federal/state/local government, nonprofit, and faith-based organizations. ▪ Provides technical assistance to build upon and share best practices among State Service Commissions, nonprofits, communities, etc. to address specific regional and local needs throughout the long-term recovery process. ▪ Supports RSF national and field-level operations with subject matter expertise and staffing support, as appropriate.
Council on Environmental Quality	<ul style="list-style-type: none"> ▪ Provides assistance at the national level on issues involving NEPA reviews for recovery planning. ▪ Provides assistance in coordinating planning for the long-term recovery of NCR. ▪ Provides emergency alternative arrangements for near term recovery efforts that are not exempted from NEPA review under the Stafford Act.
Delta Regional Authority	<ul style="list-style-type: none"> ▪ Maintains relationships with the key players at the state and local level and regularly partners with them on various initiatives related to cultural resource sustainment. ▪ Plays a major role in festival and cultural events development, and museum and cultural venue sponsorship.
Department of Agriculture	<ul style="list-style-type: none"> ▪ Provides technical assistance to facilitate recovery of Department of Agriculture-regulated facilities. ▪ Facilitates Multi-Agency Coordination of whole-community resources to support recovery activities at regulated facilities. ▪ Provides technical advice, information, and other assistance to help prevent or minimize injury to and to restore or stabilize natural resources. Areas of concern include: disaster area assessment; plant materials propagation; soil surveys; drought preparedness and mitigation; critical habitat, including environmentally sensitive and culturally significant areas; watershed survey, planning, protection, rehabilitation; and reforestation and other erosion control. ▪ Provides technical advice on outbreaks of animal/zoonotic disease, plant pest infestation and eradication or decontamination strategies as appropriate.

Supporting Organization	Functions
Department of Commerce	<ul style="list-style-type: none"> ▪ Provides technical and subject matter expertise in assessing impacts on NCR following and during recovery activities. ▪ Provides technical assistance and/or subject matter expertise regarding program eligibility, application processes, and project requirements. ▪ Provides technical assistance or other resources to tribes, states, or localities in obtaining potential financial assistance, potentially from other entities, for eligible disaster recovery projects or programs. ▪ Provides rapid response research grants to assess ecosystem and community impacts. ▪ Facilitates community meetings, ensuring appropriate scientific information is available to communities.
Department of Homeland Security/National Protection and Programs Directorate	<ul style="list-style-type: none"> ▪ Provides a coordinating function with the private sector across the 16 infrastructure sectors. ▪ Chemical Facilities Anti-Terrorism Standards has chemical information and regionally based inspectors.
General Services Administration	<ul style="list-style-type: none"> ▪ Provides facility space for archives/records which may need temporary storage to government partners at all levels ▪ Provides technical expertise to promote the viability, reuse, and integrity of historic buildings which the General Services Administration owns, leases or has the opportunity to acquire
Heritage Emergency National Task Force	<ul style="list-style-type: none"> ▪ Facilitates the identification of organizations and individuals that can provide impact-assessment assistance to cultural heritage institutions. ▪ Facilitates the identification of subject matter experts for cultural resources and historic properties. ▪ Directs tribes, states, and localities to online resources and tools that can be used to initiate hazard mitigation by cultural institutions and historic properties.
Institute of Museum and Library Services	<ul style="list-style-type: none"> ▪ Coordinates technical assistance and subject matter expertise in the treatment of objects and records associated with historical, cultural, and natural heritage. ▪ Coordinates technical assistance and subject matter expertise through library networks and state library agencies to aid affected areas in e-government interactions. ▪ Provides information about geographic locations, services, and staffing of the Nation's libraries and museums in order to facilitate the deployment of local, expert teams to care for special material.

Supporting Organization	Functions
Library of Congress	<ul style="list-style-type: none"> ▪ Helps identify agencies, organizations, and individuals that can assess the impact of a disaster on cultural institutions and cultural resources. ▪ Provides expert advice and online guidance on recovery services, options, and protocols for damaged books, printed materials, manuscripts, photographs, and other select cultural resources. ▪ Provides expert advice and information on mitigation measures to reduce or prevent the future loss of cultural resources.
National Archives and Records Administration	<ul style="list-style-type: none"> ▪ Helps identify agencies, organizations, and individuals that can assess the impact of a disaster on cultural institutions. ▪ Provides expert advice and online guidance on recovery services, options, and protocols for damaged textual, photographic, electronic, and other records. ▪ Provides expert advice and information on mitigation measures to reduce or prevent the future loss of historical records. ▪ May provide, through the National Historical Publications and Records Commission, modest grants to support projects and training that facilitate the use and long-term preservation of historical records held by archives and other repositories.
National Endowment for the Arts	<ul style="list-style-type: none"> ▪ Acts as a resource to support the Guide to Navigating FEMA and the Small Business Administration: Disaster Aid for Cultural Institutions, and Before and After Disasters: Federal Funding for Cultural Institutions with FEMA. ▪ Participates in the Heritage Emergency National Task Force (an NCR RSF Supporting Organization), which is managed by Heritage Preservation, a national nonprofit organization dedicated to preserving the cultural heritage of the United States. ▪ Participates in the National Coalition for Arts Preparedness and Emergency Response, a leading voluntary task force of more than 20 national, regional, state and local arts organizations, public agencies, and foundations. The long-term goal of the Coalition is to create an organized safety net for artists, and the organizations that serve them, in the United States. ▪ Supports Craft Emergency Relief Fund, and the development of South Arts' ArtsReady, a web-based emergency preparedness platform designed to provide arts and cultural organizations with customized business continuity plans for post crisis sustainability. ▪ Works with its partner state and local arts agencies to identify arts organizations that have suffered losses, and develops plans to provide assistance for projects ranging from documentation of lost artistic equipment and supplies to programming to implement community-wide memorials.

Supporting Organization	Functions
National Endowment for the Humanities	<ul style="list-style-type: none"> ▪ Makes awards for the salvage and recovery of cultural heritage collections of nonprofit institutions. ▪ In cases of particular national emergency, creates a large-scale initiative to offer broad support to cultural heritage institutions for salvage and recovery of collections. ▪ Makes awards through its Preservation and Access Education and Training grant program for training workshops and the creation of resources to aid emergency preparedness and response. ▪ Provides support through its Preservation Assistance Grants for Smaller Institutions for expert consultation in emergency preparedness. ▪ Shares information on disasters affecting cultural institutions with other members of the Heritage Emergency National Task Force.
U.S. Army Corps of Engineers	<ul style="list-style-type: none"> ▪ Provides archaeological, heritage assets, material culture (including archives) and perishable data assessments. ▪ Provides tribal consultations serving as a technical liaison with National Native American Graves Protection and Repatriation Act and other Government agencies. ▪ Provides a range of archaeological, heritage assets management, knowledge management, and field forensic services. ▪ Provides archeological curation and collections management.

Summarized below are descriptions of the categories of assistance potentially available to help disaster-impacted communities address NCR recovery needs.

Technical Assistance Options

There are a variety of technical assistance options that might be offered depending on the scale and type of disaster and the community capacity to address disaster impacts, among other factors. In some instances, FEMA may have to issue a reimbursable MA to another Federal agency to secure technical assistance, but portions of each option may possibly be accomplished through close coordination with local, state, tribal, territorial, and/or insular area partners. Many of the following options would benefit from local knowledge. These options include, but are not limited to, the following:

- **Impact Assessments:** Help communities identify the extent of the disaster impacts on NCR, and assess their post-disaster condition.
- **Program Applications:** Provide assistance or subject matter expertise regarding the eligibility of a recovery project to apply for assistance from various external programs.
- **Addressing Policy Issues:** Help communities work through policy issues/conflicts that may contradict the goals of rehabilitation and recovery.
- **Hazard Mitigation:** As hazard mitigation is one of the goals of recovery, some NCR RSF partners may be able to provide technical assistance to help communities address hazard mitigation measures in their recovery projects.

The role of the NCR RSF is to facilitate a coordinated approach to identifying technical assistance options as well as the agency or local, state, tribal, territorial or insular area stakeholder partnership

best suited to address the situation. In many cases, technical assistance can be delivered remotely by NCR RSF agencies and organizations.

Funding Options

There may be opportunities for certain recovery projects that repair, restore or mitigate damaged NCR to be funded by external sources, though it should be noted that when this funding exists, acquiring financial assistance can be competitive. In some cases, NCR RSF partners may be able to identify funding sources (e.g., loans, grants) and provide technical assistance to make funding applications competitive. Other private sources of funding should also be explored. For example, the private sector may be able to deliver funding to support recovery efforts, or leverage resources from their partners or other connections to assist in fundraising.

- **Financial Assistance:** Help communities identify and take advantage of loan programs, grants and other funding mechanisms NCR RSF agencies/partners may have available to address certain NCR recovery needs.
- **Support to Obtain Funding:** Help communities identify and potentially obtain financial assistance that may be available from sources outside the NCR RSF agencies/partners.

Because no NCR RSF programs exist to provide funding specifically to address disaster recovery, no NCR RSF agency/partner is committed by this document to deliver financial assistance to disaster-impacted communities for recovery purposes.

Field Support

Subject to the constraints noted previously, there may be some opportunities for subject matter experts from NCR RSF agencies/partners to deploy one or more of their staff to a disaster-impacted community to provide on-site field support. As previously mentioned, this depends greatly on a variety of factors, which may include the clearly demonstrated and described need for well-defined support, the capacity of an organization to provide available staff to support recovery efforts for a clearly determined length of time, and the existence of resource and funding constraints. Similar to the constraints affecting potential funding options discussed above, no NCR RSF agency or partner is committed by this document to deliver field support to disaster-impacted communities for recovery purposes, unless the need is clearly demonstrated and the capacity, funding, and appropriate mechanisms are in place.

Related Resources

Other documents that may be used for reference include the following:

- The NDRF provides the overall operating principles, key players, and coordinating structures that guide and support Federal disaster recovery efforts. The concepts of the FDRC and the RSFs are first introduced in the NDRF.
- The NRF provides guidance for Emergency Response Functions in place immediately following a disaster (the response phase). The NRF is a useful tool for professionals involved with either response or recovery, because it provides both response guidance and recovery background. The NDRF complements the NRF because it provides a transition from response to recovery. Since immediate response eventually becomes long-term recovery, an understanding of both is essential to understanding how to address disaster impacts.
- Guide to Navigating Federal Emergency Management Agency and Small Business Administration Disaster Aid for Cultural Institutions. The information included is meant as a

general guide for cultural institutions seeking Federal funding to aid disaster response and recovery.

- The National Infrastructure Protection Plan is the Federal framework for the protection of infrastructure.

Natural resource concerns and regulatory structures vary by region and state and can have profound implications on coordination efforts. Identifying useful sources of information will be an important first step in the coordination process.

- Sources of Federal Data
 - U.S. Fish and Wildlife Service (USFWS)—data on occurrence of Federally listed plants and wildlife
 - USFWS National Wetland Inventory—locations of wetlands (<http://www.fws.gov/wetlands/Data/Mapper.html>)
 - NOAA National Marine Fisheries Service—data on occurrence of anadromous fish
 - NOAA National Ocean Service—expertise and assistance on coral reefs and coral reef ecosystems
 - NOAA National Environmental Satellite, Data and Information Service—airial mapping and satellite remote sensing for damage assessment
 - NOAA Office of Marine and Aviation Operations —hydrographic, oceanographic, and aerial mapping and sensing for damage assessment
 - NOAA National Weather Service - expertise and assistance in weather, water, and climate information
 - FEMA NEPA Desk Reference—guidance for preparing NEPA documents (<http://www.fema.gov/library/viewRecord.do?id=3249>)
 - FEMA Regional Greenbooks—some regions have developed environmental regulatory guidelines for disasters that cover the range of environmental considerations, including biological, physical and cultural resources. These include compiled local information.
 - FEMA Environmental Application System mapping—where available, provides a map and summary of environmental constraints in project area. This database has been developed from available state (fish and wildlife) data, USFWS National Wetland Inventory, FEMA National Flood Insurance Program data and community data.

Appendix A: Definitions

Access and Functional Needs: Persons who may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. These may include those individuals who have disabilities; live in institutionalized settings; are seniors; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.

Access/Accessible: Equal opportunity to participate in and benefit from, and integration for, individuals with disabilities to fully and equally enjoy the goods, services, programs, privileges, advantages, accommodations, and facilities used across emergency management activities. A site, building, facility, or portion thereof that complies with the applicable architectural standards and otherwise provides program accessibility.

Activation: When a Federal (agency) recovery asset is asked to provide support to an actual or potential disaster incident from their primary work location (i.e., participate in information sharing teleconferences, video teleconferences, and email communication).

All-of-Nation: See Whole Community.

Animals: Animals include household pets, service and assistance animals, companion animals, working dogs, agricultural animals/livestock, wildlife, and other animals (including exotics, zoo animals, animals used in research, and animals housed in congregate settings such as shelters, rescue organizations, breeders, and sanctuaries) within a jurisdiction.

Capability Targets: The performance threshold(s) for each core capability.

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

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

Catastrophic Incident: Any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption that severely affects the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic incident could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to local, state, tribal, territorial, insular area, and private sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

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

Community Development Block Grants: A flexible program through which the Department of Housing and Urban Development provides communities with resources to address a wide range of unique community development needs. In response to Presidentially declared disasters, Congress may appropriate additional funding for the Community Development Block Grant program to fund Disaster Recovery grants to rebuild the affected areas and provide seed money to start the recovery

process. Disaster Recovery grants often supplement disaster programs of the Federal Emergency Management Agency, the Small Business Administration, and the U.S. Army Corps of Engineers.

Core Capabilities: Distinct critical elements necessary to achieve the National Preparedness Goal.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital that the incapacity or destruction of such may have a debilitating impact on the security, economy, public health or safety, environment, or any combination of these matters, across any local, state, tribal, territorial, insular area, and Federal jurisdiction.

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

Cybersecurity: Encompasses the cyberspace global domain of operations consisting of the interdependent network of information technology infrastructures, and includes the Internet, telecommunications networks, computer systems, and embedded processors and controllers in critical industries. The cybersecurity core capability is the means for protecting cyberspace from damage, unauthorized use, or exploitation of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability.

Debris: The remains of something broken down or destroyed.

Deployment: The mobilization of Federal recovery assets to the field in support of recovery operations.

Domestic Resilience Group: The Domestic Resiliency Group is the Federal Assistant Secretary-level Interagency Policy Committee supporting the Homeland Security Council in the development and implementation of national policies relating to resilience, such as continuity; mitigation; disaster recovery and response; and related issues.

Functional Needs: The needs of an individual who under usual circumstances is able to function on their own or with support systems. However, during an emergency, barriers are presented to independence that threaten individual security.

Historic Properties: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the National Register of Historic Places, including artifacts, records and material remains which are related to such district, site, building, structure, or object. [16 U.S.C. § 70(w)(5)]

Individual Assistance: Individual Assistance includes a variety of programs available to individuals and households adversely affected by a major disaster or an emergency. These programs are designed to help meet disaster applicants' sustenance, shelter, and medical needs during their path to recovery. Individual Assistance disaster assistance can include Mass Care and Emergency Assistance, Voluntary Agencies Individuals and Households Program, Small Business Administration, Disaster Unemployment Assistance, Crisis Counseling Services, and Disaster Legal Services. Some programs are available even if there is not a declared disaster.

Individual with Disability: The term refers to a person (child or adult) who has a physical or mental impairment that substantially limits one or more major life activities; a person who has a history or record of such impairment; or a person who is perceived by others as having such impairment. The term “disability” has the same meaning as that used in the Americans with Disabilities Act Amendments Act of 2008, P.L. 110—325, as incorporated into the Americans with Disabilities Act. See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the Americans with Disabilities Act. State laws and local ordinances may also include individuals outside the Federal definition. Children and adults may have physical, sensory, mental health, cognitive and/or intellectual disabilities resulting in access and functional needs and may require assistance to maintain independence.

Individual with Limited English Proficiency: An individual who does not speak English as his/her primary language and who has a limited ability to read, write, speak, or understand English.

Infrastructure: Those systems and facilities in both the public and private sector that are essential to the Nation's security, public health and safety, economic vitality, and way of life. The Nation's infrastructure is composed of 16 primary sectors such as water, transportation, communications, dams, energy and emergency services to name a few. Although infrastructure systems are defined and may operate independently; there are many interdependencies between the 16 sectors and their associated systems and facilities that need to be considered in making a community, state or region whole following a major disaster.

Interagency Policy Committees: The National Security Council Interagency Policy Committees are the main day-to-day forum for interagency coordination of national security policy.

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

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

Long-Term Recovery Groups: Composed of representatives from disaster response and/or recovery agencies who individually address survivor needs as cases. The cases are presented in the context of a meeting when the case needs are beyond the capability of the particular agency. Long-term recovery groups share decision making authority equally with partner organizations.

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

Mission Areas: Groups of core capabilities, including Prevention, Protection, Mitigation, Response, and Recovery.

Mission Capable: The state of having the essential logistical, administrative, and operational field elements in place to enable the execution of Federal Disaster Recovery Coordinator-Recovery Support Function operational responsibilities.

Mitigation: Capabilities necessary to reduce loss of life and property by lessening the impact of disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risks after a disaster has occurred.

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

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

Nonprofit: An incorporated organization which exists for educational or charitable reasons, and from which its shareholders or trustees do not benefit financially. Any money earned must be retained by the organization, and used for its own expenses, operations, and programs. Many nonprofit organizations also seek tax exempt status, and may also be exempt from local taxes including sales taxes or property taxes. Also called not-for-profit organization.

Nongovernmental Organization: A nongovernmental entity that serves the interests of its members, individuals, or institutions and is not for private benefit. Nongovernmental organizations may include faith-based and community-based organizations.

National Disaster Recovery Support Cadre: Composed of disaster assistance employees (reservists) that have been qualified for specific support positions. They support the Federal Coordinating Officer and Federal Disaster Recovery Coordinator in planning and executing all matters concerning disaster recovery as it relates to the National Disaster Recovery Framework.

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in Presidential Policy Directive 8, the term “prevention” refers to preventing imminent threats.

Protection: The capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters.

Public Assistance: The Public Assistance Program, which is authorized by the Stafford Act and managed by the Federal Emergency Management Agency, awards grants to assist local, state, tribal, territorial and insular area governments and certain private nonprofit entities with the response to and recovery from disasters. Specifically, the program provides assistance for debris removal, emergency protective measures, and permanent restoration of infrastructure.

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

Redevelopment: Rebuilding degraded, damaged or destroyed social, economic and physical infrastructure in a community, state or tribal government to create the foundation for long-term development.

Resilience: Ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.

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

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

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

Security: The terms “secure” and “security” refer to reducing the risk to critical infrastructure by physical means or defense cyber measures to intrusions, attacks, or the effects of natural or manmade disasters.²⁷

Short-Term Recovery: Phase of recovery which addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure and the mobilization of recovery organizations and resources including restarting and/or restoring essential services (e.g., gas, water, electricity) for recovery decision making.

Stabilization: The process by which the immediate impacts of an incident on community systems are managed and contained.

Steady State: A condition where operations and procedures are normal and ongoing. Communities are considered to be at a steady state prior to disasters and after recovery are complete.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

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

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

²⁷ Presidential Policy Directive 21: Critical Infrastructure Security and Resilience.

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Appendix B: List of Abbreviations

AET	Advance Evaluation Team
C.F.R.	Code of Federal Regulations
CARRI	Community and Regional Resilience Initiative
CDBG	Community Development Block Grant
CDFI	Community Development Financial Institution
CI	Critical Infrastructure
CPCB	Community Planning and Capacity Building
CPD Maps	Community Planning and Development Maps
DHS	Department of Homeland Security
DOC	Department of Commerce
DOI	Department of the Interior
DOL	Department of Labor
EA	External Affairs
EDA	Economic Development Administration
ESA	Endangered Species Act
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FDRO	Federal Disaster Recovery Officer
FEMA	Federal Emergency Management Agency
FHS	Federal Housing Administration
FIOP	Federal Interagency Operational Plan
H&SS	Health and Social Services
HHS	Department of Health and Human Services
HOME	Home Investment Partnerships Program
HQ	Headquarters
HUD	Department of Housing and Urban Development
IA	Individual Assistance
IAA	Interagency Agreements
IAP	Incident Action Plan
IS	Infrastructure Systems
JFO	Joint Field Office

LDRM	Local Disaster Recovery Manager
LEP	Limited English Proficiency
MA	Mission Assignment
MSA	Mission Scoping Assessment
NCR	Natural and Cultural Resources
NDMS	National Disaster Medical System
NDRF	National Disaster Recovery Framework
NDRPD	National Disaster Recovery Planning Division
NDRS	National Disaster Recovery Support
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NOAA	National Oceanic and Atmospheric Administration
NRCC	National Response Coordination Center
NRF	National Response Framework
NRHP	National Register of Historic Places
NVOAD	National Voluntary Organizations Active in Disaster
PA	Public Assistance
PPD	Presidential Policy Directive
RRCC	Regional Response Coordination Center
RSF	Recovery Support Function
RSFLG	Recovery Support Function Leadership Group
RSS	Recovery Support Strategy
SBA	Small Business Administration
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SHPO	State Historic Preservation Office
SNRA	Strategic National Risk Assessment
TCO	Tribal or Territorial Coordinating Officer
TDRC	Tribal or Territorial Disaster Recovery Coordinator
THPO	Tribal or Territorial Historic Preservation Office
TREAS	Department of the Treasury
U.S.C.	U.S. Code
UCG	Unified Coordination Group
USACE	U.S. Army Corps of Engineers

USDA U.S. Department of Agriculture
USFWS U.S. Fish and Wildlife Service
VA Department of Veterans Affairs
VIP Very Important Person

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