

NATIONAL DISASTER RECOVERY FRAMEWORK

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Draft

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1 **I. EXECUTIVE SUMMARY**

2 The *National Disaster Recovery Framework (NDRF)* draft outlines how community
3 recovery is supported on a national level. The framework builds on scalable,
4 flexible, and adaptable coordinating structures to align key roles and
5 responsibilities, linking local, state, tribal and federal governments, the private
6 sector, and voluntary, faith-based and community organizations that play vital roles
7 in recovery. It captures resources, capabilities, and best practices for recovering
8 from disaster, recognizing that significant challenges can confront all recovery
9 efforts, from a relatively localized event to a large-scale disaster that demands
10 substantial resources. Once finalized, this Draft NDRF is intended to be the
11 companion document to the National Response Framework (NRF) issued in January
12 2008.

13
14 In September 2009, the President charged the Department of Homeland Security
15 (DHS) and the Department of Housing and Urban Development (HUD) to establish a
16 Long-Term Disaster Recovery Working Group, composed of more than 20 federal
17 departments, agencies and offices, to provide operational guidance for recovery
18 organizations, as well as to make recommendations for improving the nation’s
19 approach to disaster recovery.

20
21 During the fall of 2009, DHS/FEMA and HUD sponsored outreach sessions in each of
22 FEMA’s ten regions and stakeholder forums in five cities across the nation to
23 provide stakeholders from a wide array of organizations and backgrounds the
24 opportunity to provide up-front input to the Working Group on ways to strengthen
25 disaster recovery. DHS/FEMA and HUD also organized discussion roundtables with
26 professional associations and academic experts. The Long-term Disaster Recovery
27 Working Group also created a web portal, www.disasterrecoveryworkinggroup.gov,
28 which enabled a large and diverse group of stakeholders to provide input. Over six
29 hundred stakeholders representing the local, state, tribal and federal governments,
30 as well as public and private sector organizations contributed more than six
31 thousand responses from across the nation. The draft NDRF reflects as core
32 principles the significant themes and recommendations that emerged from these
33 stakeholder outreach efforts. These principles include:

- 34
35 • **Individual & Family Empowerment** – Recovery is not only about
36 restoration of structures, systems, and services – although they are critical. A
37 successful recovery is also about individuals and families being able to
38 rebound from their losses, and sustain their physical, social, and economic
39 well-being. The shared recovery objective should always be to empower
40 people to recover from disasters by assisting them with compassion and
41 providing them the opportunities and tools to meaningfully participate and
42 contribute to the recovery effort;
- 43 • **Leadership & Local Primacy**- Local governments have primary
44 responsibility for disaster recovery in their community and play the lead role

45 in planning for and managing all aspects of community recovery. This is a
46 basic, underlying principle that should not be overlooked by federal and
47 other disaster recovery managers in their eagerness to assist. However, the
48 federal government is a partner and facilitator in recovery and must be
49 prepared to manage when the disaster impacts areas of primary federal
50 jurisdiction or national security, and assist should tribal, state, and local
51 governments be overwhelmed by a large-scale or catastrophic¹ event. The
52 federal government must partner closely with tribal governments to support
53 their plans for addressing disaster recovery and encourage tribes to forge
54 partnerships with surrounding local and state governments as well.

- 55 • **Preparation for Recovery-** Critical to recovery preparedness is pre-disaster
56 planning, an ongoing responsibility for all levels of governments, individuals
57 and families, the business community, and voluntary, faith-based and
58 community organizations;
- 59 • **Partnerships and Inclusiveness-** Partnerships and inclusiveness are vital
60 for ensuring that all voices are heard from all parties involved in disaster
61 recovery, and that the most innovative and relevant solutions are
62 considered. This is especially critical at the local level, where non-
63 governmental partners in the private and non-profit sectors (i.e., local
64 businesses, owners and operators of critical infrastructure and key
65 resources; and voluntary, faith-based, and community organizations) play a
66 significant role in meeting the needs of individuals and families, children,
67 individuals with disabilities, and others with access and functional needs.
- 68 • **Communications** – All disaster recovery managers should promote clear,
69 consistent, culturally-sensitive, and frequent communication of critical
70 recovery information through a process that is inclusive of and accessible to
71 the general public and stakeholders. Stakeholders should understand their
72 roles and responsibilities and have realistic expectations of the recovery
73 process and goals.
- 74 • **Unity of Effort** – For successful recovery to occur, stakeholders coordinate
75 and direct assistance resources to achieve recovery priorities developed by
76 the affected community. Shared priorities are built upon community
77 consensus and a transparent and inclusive planning process.
- 78 • **Timeliness & Flexibility** – For successful recovery to occur, timely recovery
79 activities and assistance are delivered through a coordinated and sequenced
80 process. Recovery programs and operations should be adaptable to meet
81 unmet and evolving recovery needs.
- 82 • **Resilience & Sustainability** – For successful recovery to occur, communities
83 should implement mitigation and resilience strategies that minimize their

¹ Note: For the purposes of this draft, the definitions in the National Response Framework apply, except as specifically noted in the text or glossary.

84 risk to hazards and strengthen their ability to withstand and recover from
85 future disasters.

86

87 Built as a document to forge a common understanding of roles, responsibilities, and
88 resources available for effective recovery, the NDRF is designed for all who are or
89 might be involved in disaster recovery. The key concepts in the document are the
90 need for **structure** – provided by the proposed Recovery Support Functions –
91 **leadership** – provided locally and strengthened through support by the proposed
92 State and Tribal Recovery Coordinators, private sector, faith-based and private non-
93 profit leaders, and when needed, the proposed Federal Recovery Coordinator – and
94 **planning** – importantly both pre- and post-disaster. These concepts are explained
95 and developed in the NDRF. When combined with the full involvement of all
96 stakeholders, along with realistic and well communicated expectations of desired
97 outcomes, they constitute the building blocks for a successful community recovery.

98

99 The NDRF and the supporting guidance and tools that will follow its publication
100 work toward the development of a national disaster recovery strategy. Together,
101 the NDRF and the NRF provide the doctrine and guidance to implement the
102 response and recovery aspects of the *National Homeland Security Strategy*. In
103 addition, the National Infrastructure Protection Plan (NIPP) and the Critical
104 Infrastructure and Key Resources (CIKR) Annex to the NRF provide a bridge between
105 steady-state CIKR protection and resilience programs and incident management
106 activities. These documents incorporate and adopt the central tenets of the National
107 Incident Management System (NIMS) and support the primacy of local, state and
108 tribal governments in preparing for and managing the response and recovery from
109 natural and man-made disasters.

110 II. INTRODUCTION

111 Experience with recent disasters, such as the 2004 and 2005 hurricanes that struck
112 the Gulf Coast states and the 2008 Midwest Floods, have highlighted the need for
113 additional guidance, structure, and support specifically oriented to enhancing long-
114 term recovery. This experience has resulted in a focus to better understand the
115 obstacles to disaster recovery and the challenges faced by communities who seek
116 disaster assistance. The National Disaster Recovery Framework (NDRF) defines an
117 approach to preparing for, planning for, and managing disaster recoveries that
118 addresses the complexity of long term recovery with flexibility and adaptability.

119

120 To better support communities and build a more resilient nation, the NDRF
121 provides operational guidance to all recovery partners. It focuses on how best to
122 restore, reconstruct and redevelop the social, natural, and economic fabrics of the
123 community. To accommodate the special challenges inherent in all disasters, this
124 framework is founded upon eight core and mutually supporting principles that are
125 essential to disaster recovery. Among them are partnership and inclusiveness, and
126 leadership and local primacy. All segments of a community need to participate as
127 partners in the development of their recovery goals. Strong leadership throughout
128 all levels of governments, especially at the local level, is needed to ensure an
129 inclusive planning process and instill confidence that well-planned recovery goals
130 can be achieved.

131

132 The NDRF defines:

133

- 134 • key recovery principles;
- 135 • roles and responsibilities of the recovery coordinators and other
136 stakeholders;
- 137 • a coordinating structure that facilitates communication and collaboration
138 among all stakeholders;
- 139 • guidance for pre- and post disaster recovery planning; and
- 140 • the overall process by which, together as a nation, we can capitalize on
141 opportunities to rebuild stronger, smarter, and safer communities.

142

143 These elements improve recovery support and expedite recovery of disaster
144 impacted individuals, families, businesses and communities. While the NDRF
145 speaks to all who are impacted or otherwise involved in disaster recovery, it
146 concentrates more fully on governmental actions.

147

148 The concepts and terms used in the NDRF are not new, with two exceptions. They
149 are: the Federal Recovery Coordinator (FRC) and State Recovery Coordinators
150 (SRC); and the Recovery Support Functions (RSF). The Coordinators are established
151 to provide cohesion and focus to the recovery efforts. Their jobs are to ensure that
152 all who have the capability to support community recoveries are actively engaged in
153 a well coordinated way. The Recovery Support Functions are six groupings of

154 federal agencies designed to provide a one-stop shop for communities as they deal
155 with infrastructure, housing, and other functional areas. Each Recovery Support
156 Function has coordinating and primary federal agencies, and can be expanded to
157 include tribal, state, and local government officials and private non-profit and
158 private sector partners. Importantly, the concepts of the Federal and State Recovery
159 Coordinators and Recovery Support Functions are fundamentally scalable,
160 depending upon the nature and scale of the disaster.

161

162 The NDRF builds on and aligns with the *National Response Framework* (NRF). While
163 the NRF anticipates the need for long-term recovery, it addresses primarily actions
164 during disaster response. Like the NRF, the NDRF seeks to facilitate understanding
165 and to develop a common planning framework. The NDRF incorporates and
166 expands on the key elements of the NRF, ESF #14, Long-Term Community Recovery,
167 adding leadership elements, organizational structure, planning guidance and other
168 components needed to coordinate continued recovery support to individuals,
169 businesses and community. The NDRF also aligns with the NIPP, which provides a
170 unified national framework and establishes robust coordinating mechanisms for
171 ensuring the resilience and protection of the nation's critical infrastructure.

172

173 While the NDRF is built upon existing programs, authorities, and best practices, the
174 effective implementation of the NDRF requires interagency cooperation and
175 engagement across the federal government. This effort requires the assets and
176 support beyond those typically deployed to support initial aspects of response and
177 early recovery or initial restoration of essential services. As responsibilities,
178 capabilities, policies, and resources expand or change, the *Framework* will be
179 revised as needed to ensure the NDRF continues to provide a common but adaptable
180 approach to disaster recovery.

181 **III. PURPOSE OF THE FRAMEWORK**

182 The NDRF establishes a scalable system that coordinates and manages disaster
183 recovery operations to more effectively deliver recovery assistance to severely
184 impacted communities. It provides guidance and a flexible structure for disaster
185 recovery managers to operate in a unified, inclusive, and collaborative manner to
186 address the complexity of the recovery process and facilitate recovery assistance
187 and activities. The stakeholders addressed by the NDRF are the local, state, tribal,
188 and federal governments; individuals and families; persons with disabilities and
189 other access and functional needs; children; members of underserved communities;
190 the business community; and voluntary, faith-based and community organizations,
191 including advocacy groups, universities, professional associations, and
192 philanthropic foundations.

193
194 The NDRF clarifies the roles and responsibilities for stakeholders in recovery, both
195 before and after a disaster. It recognizes that recovery is a continuum and that the
196 ability and success of a community to accelerate the process and turn a tragedy into
197 an opportunity begins with pre-disaster preparedness, mitigation, community
198 capacity- and resilience-building efforts. It recognizes that when a disaster occurs,
199 social vulnerability and initial response actions (and inactions) influence recovery;
200 and that timely decisions can reduce the cost and time required for recovery.

201
202 The NDRF describes key principles and steps for recovery planning and
203 implementation. It promotes a process in which the impacted community can fully
204 engage and consider the needs of all its members, and assume the leadership in
205 developing recovery priorities and activities that are realistic, well-planned and
206 clearly communicated.

207
208 The NDRF advances the concept that recovery encompasses more than the
209 restoration of the community’s physical structures to their pre-disaster conditions.
210 It includes revitalizing and making more resilient and sustainable the economic,
211 social, educational, environmental and cultural fabric and networks of the impacted
212 community against future disasters.

213 ***Intended Audience***

214 The *Recovery Framework* is written especially for government executives, private
215 sector and nongovernmental (NGO) leaders, and disaster recovery management
216 practitioners. First, it is addressed to senior leaders, such as mayors, other local
217 officials, state governors and other state officials, tribal leaders, and federal
218 department or agency executives– those who have authority, responsibility, and
219 equities in disaster recovery. For the nation to be prepared for all hazards, and
220 mitigate their impact upon communities, especially the restoration of economic and
221 social vitality of a community or region, its leaders must approach disaster recovery
222 through means which encourage collaboration, efficiency, transparency, and
223 community efficacy.

224 Leaders in the private sector and NGOs will find guidance in the NDRF for engaging
225 in pre-disaster planning for disaster recovery and plugging into the post-disaster
226 recovery coordination structure to enhance the effectiveness of their own recovery
227 and their contributions to the community-wide recovery.

228

229 At the same time, the *NDRF* informs disaster recovery management practitioners,
230 explaining the concepts of partnership and conditions necessary to achieve common
231 goals through collaborative recovery coordination.

232

233 ***Scope***

234 The NDRF defines essential concepts for successful disaster recovery and provides
235 guidance to all stakeholders for the following recovery-related efforts:

- 236 • Defining roles and responsibilities for all stakeholders and participants.
- 237 • Providing a consistent recovery leadership for coordination and
238 communication.
- 239 • Establishing a scalable and flexible organizational structure for coordinating
240 recovery assistance.
- 241 • Promoting local economic recovery by striving to direct federal disaster
242 funds to local businesses within the declared area when warranted.
- 243 • Engaging in pre-disaster recovery planning and other recovery
244 preparedness, mitigation, and community resilience-building work.
- 245 • Engaging the public-private partnership under the NIPP to facilitate broad
246 coordination and information sharing among all levels of government and
247 private sector owners and operators of critical infrastructure.
- 248 • Facilitating post-disaster recovery planning, opportunities and resources to
249 rebuild a strong, sustainable, and resilient community.
- 250 • Developing and capturing best practices, tools, and metrics for:
 - 251 - Impacted communities to develop recovery priorities and measure
252 recovery progress and outcomes against their agreed upon objectives.
 - 253 - Governments and voluntary, faith-based and community
254 organizations providing assistance to track progress, ensure
255 accountability, and make adjustments to ongoing assistance.
- 256 • Establishing guidance for the transition from recovery back to steady-state,
257 including the shift of roles and responsibilities.

258

259 ***Applicability***

260 The NDRF applies to all disasters, recovery partners, and recovery activities and is
261 adaptable for different levels of recovery needs. It facilitates and leverages
262 partnerships and collaboration among all stakeholders to ensure that recovery
263 assistance is effectively delivered to the impacted residents and communities.

264 **Recovery Continuum**

265 Ideally, the recovery continuum begins before a disaster strikes, with preparedness
266 activities such as planning, capability building, exercising, and establishing tools and
267 metrics to evaluate progress and success; mitigation planning and actions; economic
268 development planning, and vital partnership building, all of which contribute to the
269 community's and the nation's resilience. Post disaster recovery activities begin in
270 the early stages of the response operations and may last for years. Actions that help
271 recovery, resilience, and sustainability should be built into the steady state
272 operations of governments at all levels.

273
274 The NDRF focuses on intermediate and long-term recovery activities and
275 distinguishes these from response and stabilization activities. Even though
276 response activities often set the stage for recovery, the NDRF does not speak to
277 response operations and other emergent activities that immediately precede or follow a
278 disaster such as: life-saving, life-sustaining, property protection actions and other
279 measures intended to neutralize the immediate threat to life and property.
280 However, response activities can influence long-term recovery and be choice-
281 limiting, and these long term recovery impacts must be considered for their
282 potential impact prior to implementation.

283
284 As **response** actions wind down, stabilization activities are primary. Stabilization is
285 the process in which the immediate impacts of an event on community systems are
286 managed and contained, thereby creating an environment where recovery activities
287 can begin. The various elements of a community system will stabilize on different
288 time frames, leading to a situation in which response, stabilization, and restoration
289 activities can occur concurrently. **Stabilization** includes such activities as:

- 290
- 291 • Providing essential health and safety services
 - 292 • Providing congregate sheltering or other temporary sheltering solutions
 - 293 • Providing food, water and other essential commodities for those displaced by
294 the incident.
 - 295 • Providing disability related assistance/functional needs support services.
 - 296 • Developing impact assessments on critical infrastructure, essential services,
297 and key resources.
 - 298 • Conducting initial damage assessments.
 - 299 • Conducting community wide debris removal, including clearing of primary
300 transportation routes of debris and obstructions.
 - 301 • Restarting major transportation systems and restoring interrupted utilities,
302 communication systems, and other essential services such as education and
303 medical care.
 - 304 • Establishing temporary or interim infrastructure systems. Supporting family
305 reunification.
 - 306 • Supporting return of medical patients to appropriate facilities in the area.
 - 307 • Providing basic psychological support and emergency crisis counseling.
 - 308 • Providing initial individual case management assessments.

- 309 • Providing security and reestablishing law enforcement functions.
- 310 • Building an awareness of the potential for fraud, waste and abuse, and ways
- 311 to deter such activity, such as developing Public Service Announcements and
- 312 publicizing ways to report allegations of waste, fraud and abuse.
- 313 • Begin assessment of natural and cultural resources.

314

315 **Intermediate recovery activities** involve returning individuals and families,
316 critical infrastructure and essential government or commercial services back to a
317 functional, if not pre-disaster state. Such activities are often characterized by
318 temporary actions that provide a bridge to permanent measures. Examples of these
319 actions are:

320

- 321 • Continuing to provide individual, family-centered, and culturally appropriate
- 322 case management. Providing accessible interim housing (in or outside the
- 323 affected area depending on suitability) and planning for long-term housing
- 324 solutions.
- 325 • Returning of displaced populations and businesses if appropriate.
- 326 • Reconnecting displaced persons with essential health and social services.
- 327 • Providing supportive behavioral health education, intervention, including
- 328 continuing to provide crisis, grief, and group counseling and support.
- 329 • Providing access and functional needs assistance to preserve independence
- 330 and health.
- 331 • Updating hazard and risk analyses to inform recovery activities.
- 332 • Establishing a post-disaster recovery prioritization and planning process.
- 333 • Developing an initial hazard mitigation strategy responsive to needs created
- 334 by the disaster.
- 335 • Ensuring that national and local critical infrastructure priorities are
- 336 identified and incorporated into recovery planning.
- 337 • Developing culturally and linguistically appropriate public education
- 338 campaigns to promote rebuilding to increase resilience and reduce disaster
- 339 losses.
- 340 • Supporting capacity assessment of local, state, and tribal governments to
- 341 plan and implement recovery.
- 342 • Complete assessments of natural and cultural resources and develop plans
- 343 for long-term environmental and cultural resource recovery.

344

345 **Long-term recovery** is the phase of recovery that follows intermediate recovery
346 and may continue for months to years. Examples include the complete
347 redevelopment and revitalization of the damaged area. It is the process of
348 rebuilding or relocating damaged or destroyed social, economic, natural, and built
349 environments in a community to conditions set in a long-term recovery plan. The
350 goal underlying long-term redevelopment is the impacted community moving
351 toward self-sufficiency, sustainability, and resilience. Activities may continue for
352 years depending on the severity and extent of the disaster damages, as well as the
353 availability of resources, and include the following:

- 354
- 355 • Identifying of risks that affect long-term community sustainment and vitality.
- 356 • Developing and implementing disaster recovery processes and plans, such as
- 357 a long term recovery plan and/or reflecting recovery planning and mitigation
- 358 measures in the community’s land use planning and management,
- 359 comprehensive plans, master plans, and zoning regulations.
- 360 • Rebuilding to appropriate resilience standards in recognition of hazards and
- 361 threats.
- 362 • Addressing recovery needs across all sectors of the economy and community,
- 363 and addressing individual and family recovery activities and unmet needs.
- 364 • Rebuilding educational, social, and other human services and facilities
- 365 according to standards for accessible design.
- 366 • Reestablishing medical, public health, behavioral health, and human services
- 367 systems.
- 368 • Reconfiguring elements of the community in light of changed needs and
- 369 opportunities for “smart planning” to increase energy efficiency, enhance
- 370 business and job diversity, and promote the preservation of natural
- 371 resources.
- 372 • Implementing mitigation strategies, plans, and projects.
- 373 • Implementing permanent housing strategies.
- 374 • Reconstructing and/or relocating, consolidating permanent facilities.
- 375 • Implementing economic and business revitalization strategies.
- 376 • Implementing recovery strategies that integrate holistic community needs.
- 377 • Implementing plans to address long-term environmental and cultural
- 378 resource recovery.
- 379 • Ensuring there is an ongoing and coordinated effort among local, state, tribal,
- 380 and federal entities to deter and detect waste, fraud and abuse.
- 381 • Identifying milestones for the conclusion of recovery for some or all non-
- 382 local entities.

383 **IV. CORE PRINCIPLES**

384 The NDRF is guided by core principles derived from hundreds of stakeholder
385 comments. They are:

- 386
387 • **Individual & Family Empowerment** – Recovery is not only about restoration of
388 structures, systems and services – although they are critical. A successful
389 recovery must also be about individuals and families being able to rebound from
390 their losses, and sustain their physical, social and economic well-being. The
391 shared recovery objective should always be to empower people to recover from
392 disaster by assisting with compassion and respect; and by providing them the
393 opportunities, tools and resources to meaningfully participate in the recovery
394 process and contribute to their individual, family and overall community-wide
395 recovery. Observing this principle may be especially important for individuals
396 with disabilities, access and functional needs; children; the elderly; and
397 members of underserved communities.
398
- 399 • **Leadership & Local Primacy** – Encourage informed and coordinated leadership
400 throughout all levels of government, sectors of society, and phases of the
401 recovery process through collaboration and communication support. Recognize
402 that tribal, state, and local governments have primary responsibility for the
403 recovery of their communities and play the lead role in planning and authority
404 for managing all aspects of community recovery. This is a basic, underlying
405 principle that should not be overlooked by federal, state, and other disaster
406 recovery managers in their eagerness to assist. However, the federal
407 government is a partner and facilitator in recovery and must be prepared to
408 manage when the disaster impacts areas of primary federal jurisdiction or
409 national security, and assist should tribal or state and local governments be
410 overwhelmed by a large-scale or catastrophic event.
411
- 412 • **Preparation for Recovery** – Prepare for recovery prior to a disaster to establish
413 a higher state of resilience and speed for recovery planning and assistance
414 delivery. Development of recovery coordination structures and training of
415 recovery personnel are vital to enhancing recovery preparedness. A critical
416 component to preparedness is also pre-disaster recovery planning. Involve all
417 stakeholders to ensure a coordinated and comprehensive planning process,
418 appreciating that all plans evolve during execution but the relationships and
419 understanding developed during the planning process increase the ability for
420 collaboration and unified decision-making. Identify in advance the process and
421 procedures that will be used to make decisions and metrics for monitoring
422 progress.
423
- 424 • **Partnership & Inclusiveness** – Promote proactive partnerships and
425 collaboration. Partnerships and inclusiveness are vital for ensuring that all
426 voices are heard from all parties involved in disaster recovery, and that the most

427 innovative and relevant solutions are considered. This is especially critical at the
428 community level, where non-governmental partners in the private and non-
429 profit sectors (i.e., local businesses, owners and operators of critical
430 infrastructure and key resources; and voluntary, faith-based and community
431 organizations, foundations, philanthropic groups and academic institutions) play
432 a significant role in meeting local needs. Collaboration can drive innovation
433 through fostering and strengthening community relationships with multiple
434 actors as well as multi-jurisdictional coordination. The recovery process should
435 be facilitated through the inclusion of individuals with disabilities and others
436 with access and functional needs, advocates of children, the elderly, and
437 members of underserved communities. Cultural competency, diversity, and
438 sensitivity should be addressed and respected at all levels and at all times.

- 439
- 440 • **Communications** - Promote clear, consistent, culturally-sensitive, and frequent
441 communication of critical recovery information through a process that is
442 inclusive of and accessible to the general public and stakeholders, including
443 people with disabilities and with limited English proficiency; manage
444 expectations throughout the process, and support the development of local,
445 state, and tribal communication plans; ensure stakeholders have a clear
446 understanding of the assistance they are eligible for and the roles and
447 responsibilities they must be accountable for; make clear the actual pace,
448 requirements, and time needed to achieve recovery.
- 449
- 450 • **Unity of Effort** - Coordinate and focus all available disaster recovery assistance
451 resources toward an agreed-upon set of recovery processes and priorities
452 developed at the community level. Support a transparent, inclusive, and
453 accessible process through which community members, leaders, and supporters
454 come together to examine options, debate alternatives, address conflicts, and
455 make the decisions necessary to build community consensus and unity on their
456 shared recovery priorities.
- 457
- 458 • **Timeliness & Flexibility** - Uphold the value of timeliness, efficiency and
459 flexibility in coordinating and delivering recovery activities and assistance.
460 Minimize delays and opportunity losses; sequence recovery decisions to
461 promote coordination, avoid potential conflicts, build confidence and ownership
462 of the recovery process among all stakeholders; and ensure recovery plans,
463 programs, policies, and practices are adaptable to meet any unforeseen, unmet
464 and evolving recovery needs.
- 465
- 466 • **Resilience & Sustainability** - Promote implementation of redevelopment
467 fundamentals and practices that minimize the community's risk to all hazards,
468 and strengthen the community's ability to withstand and recover from future
469 disasters. Engage in a rigorous assessment and understanding of risks and
470 vulnerabilities that might endanger the community or pose additional recovery
471 challenges. Promote implementation of the NIPP risk management framework
472 to enhance the resilience and protection of critical infrastructure against the

473 effects of future disasters. Incorporate mitigation strategies, critical
474 infrastructure, environmental and cultural resource protection, and
475 sustainability practices not only in reconstructing the built environment, such as
476 housing and infrastructures, but also in revitalizing the economic, social and
477 natural environments.

478 **V. RECOVERY ROLES & RESPONSIBILITIES**

479 Successful recovery depends on all stakeholders and every level of government
 480 being prepared to work collaboratively and effectively prior to and after a disaster.
 481 This section describes the recovery roles and responsibilities of individuals and
 482 families; businesses; voluntary, faith-based and community organizations; and local,
 483 state, tribal, and federal governments.

484
 485 ***Individuals and Families***

486 Individuals and families need to prepare for and manage their own recovery to the
 487 extent possible. Those who prepare not only reduce personal stress and enhance
 488 their ability to undertake their own recovery, but can also shape the future of their
 489 community by their resilience to an event and the choices they make during the
 490 recovery process. To the extent that individuals and families can adequately
 491 prepare for disasters and participate in recovery efforts, the more successful the
 492 recovery outcomes will be. Resources to help families prepare are available through
 493 websites and publications of local voluntary organizations that are active in
 494 disasters like the American Red Cross, state and local emergency management
 495 agencies, and FEMA.

496
 497 The responsibilities of individuals and families in pre- and post disaster situations
 498 may include, but are not limited to:
 499

| <u>Individuals and Families Pre-Disaster Checklist</u> | <u>Individuals and Families Post-Disaster Checklist</u> |
|---|--|
| <ul style="list-style-type: none"> ✓ Learn about the natural hazards they are exposed to and measures they can take to protect themselves. ✓ Mitigate vulnerabilities of their homes, such as adding hurricane shutters, maintaining a defensible firebreak around the house, and pruning overhanging tree limbs. ✓ Put together individual/family disaster preparedness and recovery plans. ✓ Purchase and maintain appropriate and adequate level of hazard insurance. ✓ Maintain cash reserves on hand since banking services are usually unavailable in the event of a disaster. | <ul style="list-style-type: none"> ✓ Prioritize recovery needs and goals. ✓ Implement individual and family recovery plans. ✓ Participate in post-disaster community recovery planning if possible. ✓ Make contact with recovery resource organizations and apply for assistance. ✓ Engage in specific recovery project activities. ✓ Reach out to others who may need assistance; assist them in obtaining planning guidance and tools. |

| | |
|--|--|
| <ul style="list-style-type: none"> ✓ Participate in community disaster preparedness and recovery planning processes. ✓ Reach out to others in the community who may need assistance through citizens to citizens and other community outreach initiatives. | |
|--|--|

500

501 ***Private Sector - Business Community, and Critical Infrastructure Owners and***
502 ***Operators***

503

504 Businesses play a critical role in the stabilization and revitalization of the local
505 economy as employers, service and goods providers, investors, developers, planners
506 and in other economic roles needed to achieve a sustainable recovery and
507 prosperous community. Businesses are often severely impacted by disasters and
508 need assistance quickly to rebuild and reopen. But businesses are also partners,
509 contributors and leaders in long term recovery and must be involved in the planning
510 and recovery processes from the outset. Many local businesses are owned by
511 members of the community. The owners understand a community’s needs, and
512 their business operation is crucial in restoring the economic health of a community.

513

514 The private sector plays a critical role in establishing public confidence immediately
515 after a disaster. If local leadership and the business community have worked
516 together and there is a recovery plan in place, there is a greater propensity for the
517 public to have confidence in the impacted community’s marketplace.

518

519 Additionally, the private sector owns the vast majority of the nation’s critical
520 infrastructure and plays a major role in the recovery of a community or a region.
521 Disruptions of critical infrastructure may have a regional or even national
522 deleterious effect. To expedite critical infrastructure restoration, CIKR owners and
523 operators coordinate with local organizations, as appropriate, and participate in
524 national-level coordination in accordance with the NIPP and the processes outlined
525 in the CIKR Support Annex to the NRF. The DHS Office of Infrastructure Protection
526 is responsible for leading efforts and establishing priorities across the federal
527 government and coordinating with State, local, tribal, territorial, and private sector
528 partners to mitigate risk and enhance the resilience of critical infrastructure.)

529

530 It is critical that disaster recovery officials recognize the importance of partnership
531 and create coordination opportunities during pre-disaster planning with private
532 sector leaders. The resources and capabilities of the private sector, including
533 utilities, banks, and insurance companies, can play an important role in encouraging
534 mitigation and creating greater resilience in a community. For example, local banks
535 can create products to encourage individuals and businesses to be financially
536 prepared for disasters and work with small businesses (to which the bank lends) to

537 develop business continuity plans. Insurance companies can educate community
 538 members on risks, reach out to underserved populations, and work with State and
 539 local governments to find ways to provide coverage for low-income families and
 540 small businesses.

541
 542 As a major player in recovery efforts, businesses and critical infrastructure owners
 543 and operators have an important responsibility to improve disaster resilience by
 544 mitigating risks and increasing disaster preparedness. Small or large businesses at
 545 risk of hazards should adopt and exercise business continuity plans to minimize
 546 costly operation disruptions and to purchase adequate insurance policy to obtain
 547 financial resources to rebuild damaged facilities. Businesses that do not plan for
 548 disruption are more likely to go out of business after a disaster than those that do.

549
 550 Private sector responsibilities in pre- and post disaster situations may include, but
 551 are not limited to:

552

| <u>Private Sector Pre-Disaster Checklist</u> | <u>Private Sector Post-Disaster Checklist</u> |
|---|--|
| <ul style="list-style-type: none"> ✓ Develop a business model that is adaptable to operate in a disaster event. ✓ Identify areas beyond the physical location of the business where disasters can affect business operations, including interruptions in logistics and supply chains. ✓ Develop, test, and implement business continuity and restoration plans. Plans should take into account worker safety and health and potential employee unavailability or attrition due to disaster. ✓ Educate and train employees to practice business mitigation and preparedness activities. ✓ Carry adequate insurance to rebuild damaged facilities or survive a disruption of work. ✓ Incorporate mitigation measures in design and construction for place of employment. ✓ Mitigate risks from disasters by relocating from hazardous areas, | <ul style="list-style-type: none"> ✓ Communicate status of operations, supply chain and restoration challenges/timelines. ✓ Communicate needs and be informed of overall recovery progress. ✓ Mobilize employees or community to utilize available resources and reopen for operations to continue to provide essential goods and services to the community. ✓ Support employees impacted by the disaster. ✓ Take measures to ensure worker safety and health during recovery work. ✓ Form business recovery groups or task forces to assist one another and to communicate more effectively with government and community leaders. ✓ Research available funding sources and types of funding; understand the application processes of assistance programs. ✓ Assist small and local businesses to |

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| <p>hardening facilities, and elevating critical infrastructure.</p> <ul style="list-style-type: none"> ✓ Participate and assume a leadership role in local recovery planning; articulating anticipated needs in a disaster, as well as resources available to support recovery. ✓ Develop network to strengthen coordination between businesses, government entities and community organizations. ✓ Provide training for business leaders in the community to assist with the business recovery process. | <p>acquire assistance.</p> <ul style="list-style-type: none"> ✓ Donate goods and services, such as funneling resources through nonprofit organizations and providing direct services. ✓ Provide technical assistance for the implementation of temporary distribution system of essential goods and services. ✓ Provide facilities, i.e. office space, bathrooms, and sleeping accommodations, to local governments or groups. |
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553

554 ***Non-Profit Sector***

555

556 The non-profit sector plays a vital role in the recovery of impacted communities.
557 Non-profits include voluntary, faith-based and community organizations, charities,
558 foundations, philanthropic groups, as well as professional associations and
559 academic institutions. Members of these organizations are often stakeholders
560 themselves, in addition to acting as advocates for or as assistance providers to other
561 members of the community. The formidable value of the work of volunteers and
562 these organizations' expertise reside in recovery planning, case management
563 services, volunteer coordination, technical and financial support, and project
564 implementation.

565

566 Non-profit sector support is provided by a range of organizations, from small locally
567 based non-profits to organizations with national reach that have extensive
568 experience with disaster recovery. Non-profits can directly supplement and “fill
569 gaps” where government authority and resources cannot be applied. As resourceful
570 fundraisers, grantors, and investors, they can inject needed financial resource to
571 meet recovery needs and obligations that otherwise cannot be funded by a federal
572 program due to legal limitations.

573

574 Many organizations originate from or stay behind in the impacted community to
575 continue to mobilize support and provide services. As such, particularly in a large
576 scale disaster, they play a critical role in the implementation of an inclusive, locally-
577 led recovery organization and process during the transition as federal recovery
578 support recedes and local leadership and community recovery organizations
579 complete the mission.

580

581 Non-profit organizations are critical for ensuring participation and inclusion of all
 582 members of the impacted community. Many non-profits act as advocates for or as
 583 assistance providers to a wide range of members in the community, such as
 584 individuals with disabilities and others with access and functional needs, children,
 585 elderly, and underserved populations. It is crucial that these individuals and
 586 families receive timely recovery information, participate in the recovery process,
 587 and understand and have access to resources to achieve recovery.

588
 589 Non-profit sector responsibilities in pre- and post disaster situations may include,
 590 but are not limited to:
 591

| <u>Non-Profit Sector Pre-Disaster Checklist</u> | <u>Non-Profit Sector Post-Disaster Checklist</u> |
|--|---|
| <ul style="list-style-type: none"> ✓ Build relationships with the emergency managers and other recovery officials in their communities to have an active voice in the recovery process. ✓ Identify leaders and other representatives from organizations representing individuals with disabilities and others with access and functional needs, children, elderly, and underserved populations to participate in the local long-term recovery committees (LTRCs). ✓ Co-host stakeholder workshops in various accessible locations in the community to determine priority issues for recovery from the neighborhoods that make up the community. ✓ Incorporate mitigation in design and construction for place of employment, and promoting mitigation to employees. ✓ Build the lessons –learned from disaster efforts into the planning process for the State Voluntary Organizations Active in Disaster (VOAD). ✓ Actively participate in local pre-disaster recovery planning, articulating resources and | <ul style="list-style-type: none"> ✓ Provide specific relief aid, recovery resources, and support services to vulnerable and underserved groups of individuals and communities, as necessary. ✓ Provide functional need support services/disability related assistance to maintain independence. ✓ Provide emotional and spiritual care post-disaster including training for care-givers. ✓ Provide case management expertise including training to support individuals’ implementation of their disaster recovery plans. ✓ Provide housing repair and reconstruction services that comply with applicable architectural standards. ✓ Communicate needs and capabilities to state and local authorities. ✓ Coordinate with the federal and state Voluntary Agency Liaison (VAL). ✓ Participate in post-disaster community planning process. ✓ Provide advocacy services for disaster-affected communities to help with the complexities of governmental and other recovery programs. |

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| <p>capabilities and establishing partnership and support linkages.</p> <ul style="list-style-type: none"> ✓ Ensure operations comply with federal civil rights laws, including meeting architectural standards for sheltering operations, and implementing nondiscrimination provisions in funding usage and dissemination. | <ul style="list-style-type: none"> ✓ Promote partnership among all NGOs conducting disaster recovery work. ✓ Provide leadership in the incorporation of Long Term Recovery Committees into other NDRF coordinating elements to address unmet needs of families and individuals. ✓ Communicate with state agencies regarding state program information for recovery. ✓ Serve as subject matter experts on the subject of unsolicited donated goods and unaffiliated volunteers throughout the post-disaster operation. |
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Local Government

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The local government has the primary role in planning for and managing all aspects of its community’s recovery. State and federal officials look to local governments to clearly articulate their recovery priorities and develop plans in order to optimally support local communities.

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The majority of mitigation and resilience measures are adopted and codified at the local level. While there are federal and state standards, it is sometimes the prerogative of the local government to adopt and enforce them. Examples include adopting the National Flood Insurance Program (NFIP) and enforcing appropriate building codes.

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605

Local governments can also lead the community in preparing mitigation and recovery plans, raising hazard awareness, and educating the public of available tools and resources to enhance future resilience (e.g. Chapter 7 of the ADA Best Practices Tool Kit, concerning emergency preparedness and people with disabilities).

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Government agencies should remember they also play a role as an employer and need to have their own disaster plan to protect and assist their employees.

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613

Local government responsibilities in pre- and post disaster situations may include, but are not limited to:

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Local Governments Pre-Disaster Checklist

- ✓ Lead local preparedness and pre-disaster recovery planning.
- ✓ Facilitate preparation of pre-event disaster recovery plans commensurate with local risk and vulnerability for public organizations, private entities and individual households.
- ✓ Lead a pre-disaster recovery planning process that is inclusive and accessible and facilitates emergency management practices that comply with all applicable laws, including civil rights laws.
- ✓ Articulate recovery needs and priorities to facilitate support and collaboration with the state and federal governments, private and non-profit sector organizations.
- ✓ Establish a process for reviewing, validating, and setting planning priorities.
- ✓ Pre-identify a structure for managing recovery, including a local recovery coordinator or lead for managing recovery.
- ✓ Establish agreements and mechanisms to address surge capacity needs.
- ✓ Ensure plans, agreements, and mechanisms address the provision of disability related assistance & functional needs support services,
- ✓ Ensure recovery-related dialogue includes and is accessible to all community groups.
- ✓ Ensure plans incorporate worker safety and health.

Local Governments Post-Disaster Checklist

- ✓ Organize, implement, modify and develop recovery plans as needed.
- ✓ Ensure integrated efforts across government offices, the private sector, and nongovernmental organizations during the implementation phase of recovery projects and activities.
- ✓ Lead effort in restoring local critical infrastructure and essential services, retaining businesses, and redeveloping housing that have been damaged, disrupted or destroyed by the disaster.
- ✓ Lead outreach effort to all its constituents to support an inclusive post-disaster recovery planning process.
- ✓ Manage recovery rebuilding in a manner which optimizes risk reduction opportunities and complies with standards for accessible design.
- ✓ Lead local recovery planning effort to establish recovery vision and priorities.
- ✓ Establish metrics to evaluate recovery progress and achievement of local disaster recovery objectives.
- ✓ Communicate and coordinate with other levels of government involved in the recovery.
- ✓ Receive and manage private, state, and federal grant resources; ensure effective and nondiscriminatory use of funds; and enforce accountability and compliance.
- ✓ Ensure the safety and health of workers.

616 **State Government**

617 States manage and drive the overall recovery process and play a key role in
 618 coordinating recovery activities within the state and with other levels of
 619 government. As the basis for all legal authority within a state, state governments
 620 wield influence over many tools to enable disaster recovery through legislation,
 621 regulation, and management of state and some federal resources.

622
 623 States act as a conduit for some key federal recovery assistance programs to the
 624 local governments. In addition to managing federal resources, state governments
 625 may develop programs or raise money (i.e. issue bonds) to finance recovery
 626 projects. Where there are additional needs to be met, they can reassign existing
 627 internal resources to streamline and expedite recovery, such as forming a new or ad
 628 hoc state recovery agency.

629
 630 State government responsibilities in pre- and post disaster situations may include,
 631 but are not limited to:

632

| <u>State Governments Pre-disaster Checklist</u> | <u>State Governments Post-Disaster Checklist</u> |
|--|---|
| <ul style="list-style-type: none"> ✓ Lead state-wide pre-disaster recovery and mitigation planning efforts. ✓ Establish and manage requirements and incentives for pre-event disaster recovery preparedness and planning as well as hazard mitigation actions. ✓ Identify recovery activities that are either primarily the responsibilities of state government or beyond the capabilities and authorities of local governments. ✓ Provide technical assistance and training to local governments and NGOs on state plans, programs, and other resources for disaster recovery. ✓ Implement and enforce applicable laws and regulations to protect the rights of citizens to ensure physical, programmatic and communications access to preparedness activities and services. ✓ Establish and aid enforcement of building and accessibility codes and | <ul style="list-style-type: none"> ✓ Coordinate with local, regional, tribal, and federal governments and agencies, private businesses and non-profit organizations to coordinate recovery planning and assistance to impacted communities. ✓ Receive, record, and manage federal grant resources; ensure efficient, nondiscriminatory and effective use of the funds; and enforce accountability and legal compliance. ✓ Oversee volunteer and donation management and coordinate with federal Voluntary Agency Liaison. ✓ Facilitate and oversee a case management process that is accessible and inclusive. ✓ Assist local governments and communities with indentifying recovery resources. ✓ Establish metrics in coordination with the impacted communities to evaluate recovery progress and achievement of statewide disaster |

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| <p>land use standards, which can reduce vulnerability to future disasters.</p> <ul style="list-style-type: none"> ✓ Ensure safety and health of state workers. ✓ Provide advice to employers and workers on worker safety and health. | <p>recovery objectives.</p> <ul style="list-style-type: none"> ✓ Develop and implement strategies for raising and leveraging recovery funds through private investments, charitable donations, and state sources such as emergency funds, tax, fees and bonds that are within the state’s authority to seek. ✓ Communicate timely information to the public and manage expectations, in coordination with local, tribal and federal stakeholders. ✓ Enact new or exemptions to existing state laws and/or regulations to promote recovery activities such as home reconstruction. ✓ Coordinate with federal law enforcement to prosecute disaster-related fraud, waste, discrimination, and abuse, and recover lost funds. ✓ Ensure safety and health of state workers. ✓ Monitor oversight of worker safety and health. |
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Tribal Nations

Tribal governments, as sovereign nations, govern and manage the safety and security of their lands and citizens. Many tribal nation borders cross multiple counties and states presenting a unique challenge in planning, response, and recovery efforts. While resources in other communities and governments may be available and easily accessible, such is not the case in many tribal nation communities. Understanding these basic facts assists federal, state, and local governments when working with the sovereign tribal nations to develop their long-term community recovery plans and implement their recovery.

The federal government is required, to the extent practicable, to engage in meaningful consultation with tribal nations prior to the finalization of policy or program implementation. State and local governments are encouraged to engage with tribal governments as well. (See Executive Order 13175, Consultation and Coordination with Indian Tribal Governments.) The NDRF supports tribal leadership in preparedness and recovery planning.

651 For pre- and post disaster situations, tribal governments may seek to:
 652

| <u>Tribal Government Pre-Disaster Checklist</u> | <u>Tribal Government Post-Disaster Checklist</u> |
|--|---|
| <ul style="list-style-type: none"> ✓ Pass tribal legislation that protects tribal sovereignty and provides for cooperation and partnership with other governments. ✓ Preserve and protect cultural resources, sacred sites, and traditional lands. ✓ Develop an acceptable tribal mitigation plan. ✓ Facilitate communication between the tribes and local governments by informing the latter of cultural differences, tribal distinctions, and best means for communicating within the tribal hierarchy. ✓ Prepare a pre-disaster plan that outlines responsibilities and allows for the creation of a Tribal Recovery Coordinator position or equivalent and an organizational structure to manage recovery assistance application and allocation. | <ul style="list-style-type: none"> ✓ Define the tribal community’s recovery goals in a culturally and acceptable way. ✓ Partner and cooperate with local, state, regional, and federal agencies to assess needs, resources, and recovery capabilities. ✓ Appointing a tribal recovery coordinator or equivalent, and establishing an organizational structure to manage recovery assistance application and allocation. ✓ Establish metrics to evaluate recovery progress and achievement of tribal disaster recovery objectives. ✓ Partner with other governments to provide timely information and manage expectations. ✓ Participate in long-term recovery planning committees with local, state, and federal partners. ✓ Coordinate with federal, state, and local governments to ensure and expedite assistance. ✓ Update and implement pre-disaster recovery and mitigation plans. ✓ Establish a system to apply, receive, and manage recovery grant resources unique to tribes. |

653

654 ***Federal Government***

655 The primary role of the federal government is to support state and tribal
 656 governments with their responsibilities to manage and lead the disaster recovery.
 657 When a disaster occurs which exceeds the capacity for local or state resources – or
 658 impacts federal property or other areas of primary federal jurisdiction or national
 659 security interests – the federal government uses the NDRF to engage all necessary

660 department and agency capabilities to support local recovery efforts. The federal
 661 government’s supporting role is especially important during the early weeks after a
 662 large-scale or catastrophic disaster, when many state and local governments are
 663 overwhelmed with response and relief efforts. The duration and extent of federal
 664 support will be commensurate to the scale and enduring impacts of the disaster.
 665 The federal government’s disaster recovery management and support systems
 666 should be scalable and adaptable so changes can be made quickly and effectively to
 667 meet the needs of the specific disaster.

668
 669 Federal agencies may be requested to provide federal-to-federal support or other
 670 support. Federal agencies without long-term recovery missions may directly or
 671 indirectly contribute to meeting long-term recovery needs of affected communities
 672 by delivering assistance provided under their steady state authority. The federal
 673 government coordinates its activities to facilitate adaptations and adjustments
 674 consistent with other competing requirements, including other disaster response
 675 and recovery needs.

676
 677 Prior to disaster, the federal government also has a responsibility to assist state and
 678 local governments to prepare for recovery by providing guidance and tools for
 679 planning and preparedness activities. Although disasters and localities vary so
 680 widely that most recovery planning must transpire at the local level, some
 681 centralized planning and federal guidance or standards are necessary to ensure
 682 coordination of outside resources and assistance. Large-scale and catastrophic
 683 events (e.g. the Midwest floods of 1993 and 2008 or a potential New Madrid
 684 earthquake) often cross several municipal, county, tribal, or even state jurisdictions,
 685 and national coordination is necessary to ensure that government agencies are
 686 working together to the optimal benefit of those impacted. The federal government
 687 can also use its national outlook to promote regional planning.

688
 689 From the federal perspective, a successful recovery introduces an additional
 690 responsibility concerning the “return” on federal investment. The federal
 691 government is responsible for ensuring that federal tax dollars invested to assist a
 692 community’s recovery is done, to the extent practicable, in a manner that reduces or
 693 eliminates future risk from hazards, increases resilience, and is consistent with
 694 national laws and policies. Government agencies should remember they also play a
 695 role as an employer and need to have their own disaster plan to protect and assist
 696 their employees.

697
 698 Federal government responsibilities in pre- and post disaster situations may
 699 include, but are not limited to:

700

| <u>Federal Government Pre-Disaster Checklist</u> | <u>Federal Government Post-Disaster Checklist</u> |
|--|--|
| ✓ Promote recovery preparedness by providing guidance to tribal, state | ✓ Deploy a Federal Recovery Coordinator when appropriate and |

| | |
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| <p>and local governments and NGOs for pre-disaster recovery planning.</p> <ul style="list-style-type: none"> ✓ Encourage use of steady state grant programs for pre-disaster recovery planning and preparedness activities. ✓ Conduct recovery preparedness planning, training, and exercises based on federal agency roles and responsibilities in disaster recovery. ✓ Provide incentives to grant recipients to incorporate disaster risk reduction, sustainability and natural and cultural resource protection techniques in any land use, structural or infrastructure projects. ✓ Provide leadership for national catastrophic disaster recovery planning with basic parameters and minimum standards for recovery planning initiatives. ✓ Facilitate sharing of planning best practices and recovery plans adopted by various states and local jurisdictions. ✓ Develop national metrics for evaluating pre-disaster preparedness of physical infrastructures and facilitate local jurisdictions, corporations, building owners, and major institutions to develop their recovery preparedness plans accordingly. ✓ Conduct education and outreach for disaster recovery programs and resources to potential recipients and other stakeholders. ✓ Foster a culture of open government by incorporating the values of transparency, participation, and collaboration into programs, planning, and daily operations. ✓ Ensure continuous improvement by | <p>establish recovery coordination structure in close collaboration with affected state, tribal, and Local governments.</p> <ul style="list-style-type: none"> ✓ Provide technical and financial assistance with clarity and efficiency, consistent with existing authorities, to tribes, local and state governments, and the private sector. ✓ Adhere to the principle that the federal government is to support and supplement, not substitute or supplant local and state leadership. ✓ Communicate timely information to the public and manage expectations in coordination with local, tribal, and other stakeholders. ✓ Monitor and make necessary adjustments to federal assistance programs and their delivery to more appropriately and timely address recovery needs of the affected states and local communities. ✓ Ensure transparency and accountability of federal expenditures which aid disaster recovery. ✓ Participate in and support state and local recovery planning efforts as requested and needed. ✓ Coordinate federal recovery efforts with private and non-profits organizations in cooperation with state and local officials. ✓ Facilitate collaboration and partnerships in disaster recovery management. ✓ Ensure safety and health of workers. |
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| <p>evaluating program effectiveness; regulatory or statutory barriers; incorporating lessons learned and best practices; leveraging innovative technologies to increase efficiency, and proposing and enacting reform changes as necessary.</p> <p>✓ Ensure safety and health of workers.</p> | |
|---|--|

701 VI. ACHIEVING DISASTER RECOVERY

702 Each community will define successful recovery outcome differently based on its
703 circumstances, challenges, recovery visions and priorities. One community may
704 characterize success as the return of its economy to pre-disaster conditions; while
705 another may see success as the opening of new economic opportunities. Although
706 no single definition of a successful recovery can fit all situations, successful
707 recoveries do share a common condition in which:

- 708 ➤ The community successfully meets its priorities to overcome the impacts of
709 the disaster, reestablishes an economic and social base that instills
710 confidence in the local citizens and businesses regarding the community
711 viability, and rebuilds the community to be more resilient from future
712 disasters.

713
714 Recovery cannot be defined simply by the community's return to pre-disaster
715 circumstances when these circumstances are no longer sustainable, competitive, or
716 functional to the post-disaster community. In this light, the impacted community
717 should be informed and evaluate all alternatives and options, and avoid simple
718 restoration of an area that may not be sustainable.

719 **Success Factors**

720 Factors likely to stimulate a successful recovery are effective:

- 721
722
- 723 1. Citizen engagement, public participation, and public communications
 - 724 2. Decision-making and coordination
 - 725 3. Coordination and integration of community recovery planning processes
 - 726 4. Recovery management
 - 727 5. Financial/Acquisition management
 - 728 6. Organizational flexibility
- 729

730 **Citizen Engagement, Public Participation, and Public Communications**

- 731 • All stakeholders have collaborated to maximize the use of available resources to
732 rebuild housing, infrastructure, schools, businesses, access and functional
733 support services, and the social-cultural fabric of the impacted community in a
734 resilient manner.
- 735 • All voices within the community have had an opportunity to participate, and
736 there is clear evidence of transparency and accountability.
- 737 • Communities have created clear, implementable and timely post-disaster
738 recovery plans that incorporate local opinions in order to meet the needs of
739 communities in a more holistic fashion and to maximize the provision and
740 utilization of recovery resources.
- 741 • Public confidence has been increased by early and continuous communication to
742 citizens on various recovery programs, the commitment to short, intermediate,
743 and long-term recovery as well as the overall recovery progress.

744

745 **Decision-Making and Coordination**

- 746 • All organizations providing leadership or assistance for recovery have
- 747 established realistic metrics (preferably during pre-disaster planning and
- 748 updated as soon as possible post-disaster) for tracking progress, ensuring
- 749 accountability, and reinforcing realistic expectations among stakeholders.
- 750 • Governments, businesses, non-profits and individual community members -
- 751 especially the local community and local leadership - have examined recovery
- 752 alternatives, addressed conflicts, and made informed and timely decisions on
- 753 how best to bring forth the recovery of the impacted community.

754

755 **Coordination and Integration of Community Recovery Planning Processes**

- 756 • Pre-existing recovery plans have been developed to improve the speed and
- 757 quality of post-disaster recovery decisions.
- 758 • A community has a process and criteria for transparently identifying and
- 759 prioritizing key recovery actions and projects.

760

761 **Recovery Management**

- 762 • Well-established, pre-disaster partnerships at the local, state, tribal and federal
- 763 levels help to drive a successful recovery.
- 764 • Leverage and coordinate disaster and steady-state public and private assistance
- 765 programs to accelerate the recovery process and avoid duplicative efforts.
- 766 • The ability to seek out, interface, and coordinate successfully with outside
- 767 sources of help, such as surrounding governments, foundations, universities,
- 768 corporations, and non-profits, is a key element in the rapid recovery of
- 769 communities.
- 770 • Surge staffing is readily available to support the increased workload of long-
- 771 term recovery areas, such as planning, communications, grant writing, and
- 772 management.

773

774 **Financial/Acquisition Management**

- 775 • Access to broad and diverse funding sources is critical to financing recovery
- 776 efforts.
- 777 • Knowledge of external programs and the administration thereof will greatly aid
- 778 recovery progress.
- 779 • Flexibility of program funds and resources is critical to finance planning,
- 780 recovery management, program administration, and implementation in a post-
- 781 disaster environment.
- 782 • Recovery management programs must have the capability to develop and
- 783 maintain adequate financial monitoring and accounting systems for new/large
- 784 levels of investment, to include systems that detect and deter fraud, waste, and
- 785 abuse.
- 786 • Maximize the use of local businesses in federal recovery expenditures to
- 787 promote local economic development and by contracting with firms located in
- 788 the declared area.

789

790 **Organizational Flexibility**

- 791 • Recovery structures at all government levels should evolve, adapt, and develop
792 new skills and capacities to address the changing landscape of post-disaster
793 environments.
- 794 • Functional and effective intergovernmental relations can influence the efficiency
795 of recovery process.
- 796 • The ability to change laws, regulations, and policies can enhance government’s
797 adaptability to govern in unforeseen events.
- 798 • Flexible staffing and management structure can enhance the adaptability of the
799 governmental structure.
- 800 • Increased pre-disaster partnerships can help reduce or avoid the challenges of
801 establishing new partnerships in a post-disaster environment.
- 802 • Organizational flexibility should not reduce or limit the integrity and
803 accountability of taxpayer-funded programs.

804

805 ***Tools/ Metrics***

806 Measuring and communicating the progress of recovery can: increase public
807 confidence in the recovery process by promoting transparency, accountability, and
808 efficiency; allow local leadership to identify on-going recovery needs and engage
809 partners that can provide assistance and resolve problems; and serve as a feedback
810 mechanism for how to improve and adjust recovery strategies and activities.

811 In considering metrics, each community is encouraged to:

- 812 • Recognize that overall recovery success depends upon interaction of a wide
813 range of public/private programs and initiatives, good planning, local
814 capacity and leadership, effective decision-making, and building of public
815 confidence. Therefore, metrics can have variables not attributable to any one
816 program or one government agency.
- 817 • Establish metrics that track overall recovery of individuals, as well as the
818 reconstruction and redevelopment of infrastructure, economy, essential
819 health/social/community services, and government functions.
- 820 • Recognize that metrics are needed to measure the recovery process
821 holistically, not just per a singular activity such as dollars spent or assistance
822 delivered on a program-by-program basis.
- 823 • Leverage pre-disaster recovery preparation to establish recovery
824 assumptions and community “baseline” that can help launch post-disaster
825 recovery planning, support implementation, and measure recovery progress.
- 826 • Ensure that pre-disaster recovery planning is integrated with the
827 community’s hazard mitigation planning to capitalize on opportunities to
828 minimize the community’s risk to all hazards, and strengthen the
829 community’s ability to withstand and recover from future disasters.

- 830 • Select metrics that reflect the core principles outlined in Chapter IV of this
831 framework; apply to recovery priorities and resource needs; and set realistic
832 expectations and milestones for its community members, stakeholders, and
833 supporting agencies.
- 834 • Develop the metrics in coordination with local, state, tribal and federal
835 partners. To ensure full citizen participation, include persons with
836 disabilities and others with access and functional needs, members of
837 underserved populations, and advocates representing the unique needs of
838 children.
- 839 • Leverage technology and systems innovation to achieve goals to create
840 greater information sharing, accountability, and transparency to the extent
841 possible.
- 842 • Ensure continuous improvement by evaluating effectiveness; incorporating
843 lessons learned and best practices; and restructuring as necessary.

844

845 Government agencies and private organizations that provide assistance should also
846 have metrics of their own for tracking their coordination and assistance efforts,
847 ensuring accountability, and enabling prompt adjustments to meet ongoing and
848 changing needs. The suggested considerations listed above may also be applied for
849 developing these metrics.

850 VII. RECOVERY COORDINATORS

851 *Federal Recovery Coordinator*

852 When activated, the Federal Recovery Coordinator (FRC) facilitates federal
853 assistance coordination and collaboration with the local/state/tribal governments,
854 private sector, and voluntary, faith-based and community organizations. The FRC
855 partners with and supports the State/Tribal Recovery Coordinator (see next page)
856 to facilitate disaster recovery in the impacted state or tribal nation.

857
858 The FRC's responsibilities in a post-disaster situation may include, but are not
859 limited to:

- 860 • **Developing a strategic approach for coordinating federal assistance and**
861 **policies.** The intent is to provide timely, sufficient, and effective federal
862 assistance to the impacted state or tribal nation to support its disaster recovery.
- 863 • **Coordinating federal assistance to support community recovery planning.**
864 The goal is to supplement local capacity with needed expertise to conduct a
865 successful planning process and develop a recovery plan for federal support that
866 is publicly supported and actionable.
- 867 • **Managing the Recovery Support Function (RSF) deployments, operations,**
868 **and activities.** The objective is to focus federal resources on the most pertinent
869 recovery needs and to promote partnerships between the federal government
870 and stakeholders at the local, state and tribal levels.
- 871 • **Facilitating federal funding streams and solutions to assistance gaps and**
872 **overlaps.** The intent is to maximize the benefit from and ensure timely
873 distribution of federal funds that an impacted community is qualified to receive,
874 to help prevent recovery delays and possible duplication of assistance.
- 875 • **Working with the impacted community to establish relevant recovery**
876 **measures.** The aim is to support the community in meeting its recovery goals in
877 terms of outcome, milestones, and budget; and to make timely adjustments to
878 the recovery effort if needed.
- 879 • **Working with the impacted community to incorporate mitigation and**
880 **resilience-building measures into recovery implementation.** The desired
881 end state is the recovered community becomes safer, stronger, sustainable, and
882 more resilient from any man-made or natural threats.
- 883 • **Facilitating the development of a unified communication strategy.** The
884 objective is to have all stakeholders working in concert to manage expectations
885 and to communicate a clear consistent message to the public, and ensure a
886 communication outreach strategy that is comprehensive, and culturally and
887 linguistically appropriate.
- 888 • **Promoting inclusiveness in recovery.** The goal is to increase participation of
889 all people and stakeholders to ensure innovations and solutions that can support

890 recovery are considered, and all voices from the community are heard in the
891 recovery process, including individuals with disabilities, members of
892 underserved populations, and advocates for children so that their needs and
893 contributions are an integral part of the recovery process and outcome.
894

895 ***Local Recovery Managers & Tribal/State Recovery Coordinators***

896 Tribal leaders and state governors are encouraged, as part of their recovery plans,
897 to be prepared to appoint recovery coordinators to coordinate recovery activities.
898 When needed, impacted communities are also encouraged to appoint local recovery
899 coordinators or managers to manage their community recovery activities and work
900 closely with the tribal, state and federal recovery coordinators.

901
902 The key responsibilities for the tribal/state and local recovery managers in a post-
903 disaster environment may include, but is not limited to:

- 904 • Leading and coordinating the establishment and activities of local, state or tribal
905 recovery-dedicated organizations and initiatives.
- 906 • Working with recovery coordinators/leads at the federal and other levels to
907 facilitate the development of a unified communication strategy.
- 908 • Determining and communicating recovery priorities to state, federal and other
909 recovery stakeholders and supporters.
- 910 • Organizing recovery planning processes to fully engage constituents' input and
911 leading the development of the community's recovery visions, priorities,
912 resources, capability, and capacity.
- 913 • Leading the development of their community's recovery plans and ensuring that
914 they are publicly-supported, actionable, and feasible based on available funding
915 and capacity.
- 916 • Incorporating critical mitigation, resilience, and accessibility building measures
917 into the community's recovery plans and efforts.
- 918 • Ensuring inclusiveness in the community recovery process, including protected
919 classes (e.g., persons with disabilities, limited English proficiency, etc.).
- 920 • Collaborating with federal and other stakeholders and supporters, such as the
921 business and non-profit communities, to raise financial support (including long
922 term capital investment in local businesses) for their community's recovery and
923 to resolve potential duplication of assistance.
- 924 • Coordinating federal and other funding streams for recovery efforts and
925 communicating issues and solutions to recovery assistance gaps and overlaps.
- 926 • Developing and implementing relevant recovery progress measures and
927 communicating needed adjustments and improvements to applicable
928 stakeholders and authorities.

- 929 • Working closely with the FRC and recovery leadership at all levels to ensure a
930 well-coordinated and well-executed recovery.

931 **VIII. RECOVERY SUPPORT FUNCTIONS**

932 The Recovery Support Functions (RSFs) bring together federal departments and
933 agencies – including those not active in emergency response – to collaborate and
934 focus on recovery needs. By organizing long-term recovery into these six
935 manageable components both during steady state planning and when activated
936 post-disaster, relevant stakeholders and experts can effectively be brought together
937 to identify and resolve recovery challenges.

938
939 Additionally, this organizational framework provides a model coordinating
940 structure for stakeholders, such as local governments, businesses, and voluntary,
941 faith-based and community organizations - to organize and request assistance
942 and/or contribute resources and solutions. Together, these RSFs help facilitate local
943 stakeholder participation and promote inter-governmental and public-private
944 partnerships.

945
946 The RSF structure coexists and complements the Emergency Support Functions
947 (ESFs) under the National Response Framework. However, the RSFs are different
948 from the ESFs in that:

- 949 • Different Players are involved: federal staff in the RSFs may have different
950 skill sets than their colleagues from the same agencies working in the ESFs:
951 for example, the EPA staff active in the RSFs comes not from HAZMAT, but
952 smart growth and watershed planning. In addition, there is no ESF for
953 economic development, or for rebuilding the workforce for schools,
954 hospitals, and other essential service providers.
- 955 • Different Partners are needed: the RSFs also involve partners in the local,
956 state and tribal governments, private and non-profit sectors that are not
957 typically involved in emergency support functions, but are critically needed
958 in disaster recovery. These new partners may include public and private
959 organizations that deal with permanent housing financing, economic
960 development, and long-term community planning.
- 961 • Different Approach is used: the process used for facilitating recovery needs
962 to be more exploratory and collaborative in approach, rather than the direct
963 and task approach under the ICS-based ESF system.
- 964 • Different Time Span: whereas the ESFs typically operate within a time span
965 of weeks, the RSFs are likely to remain active for months to provide disaster
966 recovery support. In the early weeks after a large-scale or catastrophic
967 disaster, both ESFs and RSFs will be activated. As the response resources
968 demobilize, ESFs will demobilize at varying points; whereas the RSFs will
969 ramp up and transition from impact assessment and operational planning
970 activities to more direct support.

971

972 The RSFs primarily coordinate resources – both technical and financial – and work
973 directly with communities through the states at their request. As the level of
974 response activities decline and recovery activities accelerate, the RSFs assume a
975 greater responsibility to organize and coordinate federal assistance.

976
977 This section outlines the key characteristics, goals, tasks, and organizational
978 structure for the RSFs. As with the ESFs, each RSF will develop more detailed
979 supporting guidance and tools for members. It is essential to the success of the
980 Framework that federal partners are able to address their responsibilities across
981 the recovery continuum, including preparedness, mitigation, and development
982 activities as well as post-event stabilization and recovery actions. The development
983 of these RSFs will be an iterative process that may include addressing gaps in
984 authorities and resources.

985

986 ***Goal & Tasks***

987 The goal of the RSFs is to facilitate the identification, coordination, and delivery of
988 federal assistance needed to supplement recovery resources and efforts by tribal,
989 state, and local governments; and to encourage investments and contributions by
990 the business community and individuals, as well as voluntary, faith-based, and
991 community organizations.

992

993 Some primary tasks of the federal agency partners in the RSF during a post-disaster
994 period include:

- 995 • Strengthening partnerships between federal, tribal, state and local
996 governments and communities with the emphasis on promoting recovery
997 leadership at the community level.
- 998 • Coordinating and supporting community level disaster impact and recovery
999 needs assessments.
- 1000 • Identifying federal funding and technical assistance to match community
1001 recovery needs and maximize effectiveness of federal assistance through
1002 proper sequencing and leveraging.
- 1003 • Advising communities of applicable government assistance, eligibility
1004 requirements, compliance requirements, and known limitations due to
1005 funding gaps or regulatory restrictions.
- 1006 • Providing federal contact(s) for tribal, state and local governments to submit
1007 high-level issues and ideas for improving federal recovery assistance.
- 1008 • Maintaining good communication throughout the entire recovery process
1009 between the federal government and all other partners.
- 1010 • Providing technical assistance for setting up state and local recovery
1011 organizations.

- 1012 • Informing federal department and/or disaster organization leadership of
1013 operational challenges or performance shortfalls and facilitate their
1014 resolutions.
- 1015 • Advising federal agency leadership of recovery obstacles stemming from
1016 federal policies, programs and processes, including authority and funding
1017 overlaps and gaps that may require additional resources, exemptions, or
1018 Congressional or Executive actions.

1019

1020 These RSF activities assist communities with accelerating the process of recovery,
1021 redevelopment, and renewal.

1022

1023 **Organization**

1024 The following six Recovery Support Functions would report to the designated FRC
1025 when activated, and enable the federal government to enhance its support to
1026 community recovery:

1027

- 1028 ❖ **Community Planning & Capacity Building**
- 1029 ❖ **Economic Development**
- 1030 ❖ **Health, Social & Community Services**
- 1031 ❖ **Housing**
- 1032 ❖ **Infrastructure Systems**
- 1033 ❖ **Natural & Cultural Resources**

1034

1035 **RSF Roles and Responsibilities**

1036

1037 Each RSF has a designated coordinator and primary and support agencies pertinent
1038 to the functional area. RSFs with multiple primary agencies designate an RSF
1039 coordinator for the purposes of pre-disaster planning and coordination of primary
1040 and supporting agency efforts post-disaster. The **RSF coordinator** is the entity with
1041 management oversight for that particular RSF. The coordinator has ongoing
1042 responsibilities throughout the preparedness, response, and recovery phases to
1043 ensure ongoing communication and coordination between primary and support
1044 agencies and to coordinate efforts with corresponding tribal, state, NGO, and
1045 private-sector organizations. An **RSF primary agency** is a Federal agency with
1046 significant authorities, roles, resources, or capabilities for a particular function
1047 within an RSF. Primary agencies orchestrate federal support within their functional
1048 area for an affected State and may lead interagency field assessment or support
1049 teams as necessary. **Support agencies** are those entities with specific capabilities
1050 or resources that support the primary agency in executing the mission of the RSF.
1051 Providing support when requested by the FRC or the designated RSF coordinator,
1052 consistent with their own authority and resources, except as directed otherwise
1053 pursuant to sections 402, 403, and 502 of the Stafford Act.

1054

1055 **Community Planning & Capacity Building**

1056 **Mission:** Unify capacity-building expertise and support programs from across the
1057 federal government to support local and state governments in restoring and
1058 improving their ability to provide governmental services and organize, plan, manage
1059 and implement long term recovery activities and initiatives.

1060
1061 **Outcome:** Support community planning and governmental functions that are critical
1062 to recovery but become stressed following large disasters. This includes community
1063 operations (building codes, planning, city management), education systems, public
1064 safety, taxation and governmental financing, judicial system and other programs
1065 that provide support to state, local government and community systems to develop
1066 their recovery capacity.

1067
1068 **Proposed Coordinating Agency:** DHS/FEMA or HUD
1069 **Primary Agencies:** DHS/FEMA, HUD, and USDA
1070 **Supporting Agencies:** HHS, EPA, SBA, DOL, Treasury, CNCS, DOC, DOJ, and DOI
1071

1072 **Economic Development**

1073 **Mission:** Integrate the expertise of federal departments and agencies to help states
1074 and jurisdictions rebuild businesses and develop new economic opportunities, with
1075 the goal of creating sustainable, economically-viable communities.

1076
1077 **Outcome:** Departments and agencies cooperate on workforce development, job
1078 creation and retention, entrepreneurial and business development, equal
1079 opportunity, and other programs that support a community-wide approach to
1080 economic development. These actions will encourage re-investment and facilitate
1081 the private sector lending and borrowing necessary for recovery.

1082
1083 **Proposed Coordinating Agency:** DOC
1084 **Primary Agencies:** DOC, DHS, HUD, USDA, DOL, Treasury, and SBA
1085 **Supporting Agencies:** DOE, DOI, HHS, and EPA
1086

1087 **Health, Social & Community Services**

1088 **Mission:** Support the state/tribe/community for a more resilient re-establishment
1089 of essential health/social/community services, in order to restore the health and
1090 well-being of affected people and communities – with particular attention to
1091 children, the elderly, families, people living with disabilities, people with
1092 accessibility and functional needs, and underserved populations.

1093
1094 **Outcome:** Departments, agencies, nonprofit organizations, and private sector
1095 entities with expertise and/or a role in service delivery, service providers, facilities,
1096 and infrastructure for medical, public health, human/social/community services,
1097 and behavioral health (including mental health and substance abuse) services

1098 collaborate to improve community recovery. Some essential elements of this
1099 recovery include:
1100
1101 ▪ Re-establishing the capacity of public and private health care delivery
1102 and essential services
1103 ▪ Continuity of care for affected individuals
1104 ▪ Continuity of essential services -- health, human/social/community
1105 services, schools, behavioral health, child/elder care, disability related
1106 assistance, and other services
1107 ▪ Reconnection to essential services for displaced populations
1108 ▪ Restoring a sense of community and civic engagement
1109 ▪ Protecting the health of the population and responders from the
1110 longer-term affects of a post-disaster environment.

1111
1112 **Proposed Coordinating Agency:** HHS
1113 **Primary Agencies:** USDA, DOC, Dept. of Education, DHS (FEMA & IP), HUD, DOI,
1114 DOJ, DOL, EPA, DVA, CNCS,
1115 **Supporting Agencies:** DOD, DOE, Treasury, DOT,SBA, and NVOAD,
1116

1117 **Housing**

1118 **Mission:** Coordinate federal resources and activities to assist in restoration of
1119 destroyed and damaged housing and development of other new accessible,
1120 permanent housing options, if necessary.

1121
1122 **Outcome:** Departments and agencies with expertise in long-term housing solutions
1123 work in conjunction with the National Disaster Housing Task Force, as well as the
1124 State-led Housing Task Forces, to assist in bringing together stakeholders with a
1125 focus on reconstructing permanent, including accessible, housing.

1126
1127 **Proposed Coordinating Agency:** HUD
1128 **Primary Agencies:** HUD, USDA, DHS/FEMA, Access Board, DOJ
1129 **Supporting Agencies:** DOC, DVA, SBA, NVOAD, EPA, and HHS
1130

1131 **Infrastructure Systems**

1132 **Mission:** Integrate the capability of the federal government to support states and
1133 communities, and other infrastructure owners and operators, to permanently
1134 restore, enhance, mitigate, and ensure the resilience and protection of infrastructure
1135 systems impacted by major and catastrophic disasters.

1136
1137 **Outcome:** Responsible departments and agencies at all levels of government, and
1138 private sector partners work together to promote a forward looking and holistic
1139 approach that focuses on the relationship of the community with their built and
1140 virtual environment. These efforts will involve government and private sector
1141 partners with expertise in physical and virtual infrastructure systems across all the

1142 infrastructure sectors established in accordance with Presidential directives and the
1143 NIPP. Relevant agencies and partners are those with expertise and programs
1144 related to critical and non-critical infrastructure, including but not limited to:
1145 energy; water; dams; communications; transportation systems;; government
1146 facilities; utilities; sanitation;; engineering;; flood control; and other systems that
1147 directly support the physical infrastructure of communities; as well as facilities that
1148 support community services such as education, emergency services, emergency
1149 medical care, libraries, and public parks.

1150

1151 **Proposed Coordinating Agency:** TBD

1152 **Primary Agencies:** USACE, DHS (FEMA & NPPD), DOT, DOE

1153 **Supporting Agencies:** USDA, DOC, DOD, HUD, HHS, DHS, EPA, DOI, FCC, TVA, GSA,
1154 NRC, Treasury, and Department of Education

1155

1156 **Natural & Cultural Resources**

1157 **Mission Focus:** Integrate federal resources and capabilities to help tribal nations,
1158 states, and communities address long-term environmental and cultural resource
1159 recovery needs after major and catastrophic disasters.

1160

1161 **Outcome:** Departments and agencies work together to provide information and
1162 assistance to communities seeking to preserve or grow natural and cultural
1163 resources. Interdependencies between short-term recovery decisions and long-
1164 term environmental impacts are taken into account. Opportunities inherent in
1165 recovery are leveraged to mitigate environmentally or culturally deleterious
1166 practices and development patterns. A systematic, interdisciplinary approach is
1167 used to understand the interdependencies and complex relationships of the natural
1168 and cultural environments.

1169

1170 **Proposed Coordinating Agency:** DOI

1171 **Primary Agencies:** DOC, DOI, EPA, and USDA

1172 **Supporting Agencies:** HUD and DHS/FEMA

1173

1174 ***Scalability & Adaptability***

1175 The RSF coordinating structure is designed to be scalable and adaptable to meet
1176 specific disaster recovery requirements. Each of the six RSFs has a pre-designated
1177 coordinating agency that works with the FRC to promote communication and
1178 collaboration among its federal agency members. This tiered leadership structure
1179 helps to accommodate rapid surge of federal resources that may be needed to assist
1180 in large-scale or catastrophic incidents. Furthermore through these RSFs, federal
1181 resources can be organized into a number of field teams led by the most appropriate
1182 primary agencies to cover multiple localities, and each team can be adapted to
1183 comprise only the RSF functions (or the federal department or agency) that have the
1184 authority, expertise and resources appropriate to the locality assigned.

1185

1186 The RSF is also designed to promote federal coordination with tribal and state
1187 governments. The focus, however, will be on higher level program and policy issues
1188 that may affect the overall tribal and statewide recovery efforts. For instance, the
1189 Infrastructure RSF can easily reorganize its agency members based on the specific
1190 systems and services, such as transportation and communication, to mirror the
1191 organizational and coordinating structures that the state and local governments
1192 may set up for recovery. Although in most situations, the RSF can simply coordinate
1193 and organize its federal agency members to participate in whatever local/state
1194 recovery organizations may be established, such as recovery task forces, while
1195 maintaining the six recovery support function structure.

1196

1197 ***Inclusiveness***

1198 In engaging with disaster-affected communities, the RSFs seek to be inclusive, and
1199 to specifically include and address the needs of individuals with disabilities, those
1200 with access and functional needs, children, the elderly, and members of under-
1201 served populations.

1202

1203 The RSFs work closely with local, state, and tribal governments to identify
1204 underserved populations. The RSFs also coordinate with FEMA Tribal Liaisons,
1205 Voluntary Agency Liaisons, Disability Issue Advisors, and other federal offices,
1206 bureaus and programs when necessary. Local NGOs and community groups also
1207 often have excellent relationships with the underserved populations. The FRCs
1208 collaborate with these organizations to ensure that programs are culturally
1209 appropriate and that at risk populations and their needs are identified.

1210

1211 In all actions, FRCs and RSFs seek to ensure that all people have a voice, that
1212 services reach those who need them most, that federal resources are distributed
1213 equitably, and that recovery programs are culturally appropriate.

1214

1215 ***Resource Information***

1216 Each of the RSF member agencies brings a wealth of expertise and programmatic
1217 authorities and resources to the table. An important information source about
1218 various forms of assistance that may be available post-disaster is the Disaster
1219 Assistance.gov online portal. The DisasterAssistance.gov online portal is a tool
1220 available since December 2008 to streamline and otherwise improve the delivery of
1221 Federal disaster assistance. After a disaster, individuals register at the portal. This
1222 provides access to all disaster assistance programs from multiple Federal, State,
1223 local and non-governmental participating agencies as well as program and contact
1224 information for pertinent non-Federal programs. The portal consolidates
1225 information about federally funded forms of assistance, application intake, and
1226 status information into a unified system. The portal continues to be expanded to
1227 include more information and programs.

1228 **IX. PLANNING FOR A SUCCESSFUL DISASTER RECOVERY**

1229 With proper planning, a proactive and well-orchestrated recovery process can be
1230 implemented. Preparedness initiatives help guide the recovery process to
1231 effectively and efficiently reach a community’s disaster recovery goals. Both pre-
1232 and post-disaster recovery planning are critical for communities to develop
1233 resilience and to recover from disasters in a successful and timely manner.

1234
1235 ***Pre-disaster Planning***

1236 Pre-disaster recovery planning enables tribal nations, states, regions, and local
1237 jurisdictions to effectively direct recovery activities and expedite a unified recovery
1238 effort. Pre-disaster plans provide a common platform to guide recovery decisions
1239 and activities. Furthermore, pre-disaster planning done in conjunction with
1240 community development planning helps to lay out recovery priorities, incorporate
1241 mitigation strategies in the wake of a disaster, and identify options and changes that
1242 need to be considered or implemented after a disaster. In addition, implementing
1243 the NIPP risk management framework, as a key element of the recovery planning
1244 process, enhances the resilience and protective posture of critical infrastructure.

1245
1246 ***Key Elements of Pre-Disaster Planning***

1247 The key elements in overall pre-disaster planning include:

- 1248 • Establishing clear leadership, coordination and decision-making structures at
1249 the tribal, state, and local levels.
- 1250 • Developing pre-disaster partnerships to ensure engagement of all potential
1251 resources through the following methods:
 - 1252 – Identifying and engaging stakeholders, including the general public,
1253 community leaders, and private sector.
 - 1254 – Organizing connections to and interface with tribal, state, local, and
1255 federal governments.
 - 1256 – Ensuring community participation of populations that have historically
1257 been underserved during the recovery process, including individuals with
1258 disabilities and others with access and functional needs, children, and the
1259 elderly.
 - 1260
 - 1261
- 1262 • Testing and evaluating pre-disaster plans through seminars, workshops and
1263 exercises.
- 1264 • Integrating pre-disaster recovery planning with other appropriate community
1265 planning, such as land use, hazard mitigation, accessibility for people with
1266 disabilities, and capital improvement planning.
- 1267 • Identifying limitations in community recovery capacity and means to
1268 supplement.
- 1269 • Incorporating sustainability and accessibility throughout all phases of recovery
1270 into overall planning guidance.

- 1271 • Developing communication tools that address an array of possible scenarios.
- 1272 • Preparing pre-disaster Memoranda of Understanding as way to establish early
- 1273 partnership, planning, and expectations.
- 1274 • Developing and implementing long-term training and education as a tool for
- 1275 building recovery capacity and making it available to all other stakeholders.

1276

1277 In addition to the general elements of the pre-disaster planning process outlined
1278 above, there are also elements that are specific to the various participants in the
1279 process. Initially the responsibility of preparing for disaster recovery begins with
1280 the individual and builds to the larger responsibility of the community and local
1281 government. Local planning efforts are supported by voluntary, faith-based and
1282 community organizations, businesses, state, tribal, and the federal government.

1283

1284 Individual and Families

1285 Individuals who prepare for their own recovery help their community's recovery as
1286 well. Preparations at the individual/family level include:

- 1287 • Having an individual or family plan for disaster recovery.
- 1288 • Being able to self-assess risk exposure.
- 1289 • Purchasing and maintaining appropriate and adequate levels of insurance for
- 1290 potential hazards in their area.
- 1291 • Working with others to prepare and reach out to those who may need
- 1292 assistance.

1293

1294 Private sector/Businesses

1295 Pre-disaster planning for private sector and businesses also integrates with the
1296 community and includes:

- 1297 • Developing, testing and implementing business continuity and restoration plans.
- 1298 • Providing training for business leaders in the community to assist with the
- 1299 business recovery process.
- 1300 • Participating in local pre-disaster planning.
- 1301 • Incorporating mitigation in design and construction for places of employment
- 1302 and promoting mitigation to employees.

1303

1304 Nonprofit Sectors

1305 Nonprofits play a valuable role in communities and their relationship with the
1306 community factors into their pre-disaster planning. This includes:

- 1307 • Building relationships with the emergency managers in their communities to
- 1308 have an active voice in the recovery process.
- 1309 • Identifying leaders and others to participate in local long-term recovery
- 1310 committees.
- 1311 • Incorporating mitigation in design and construction of place of employment and
- 1312 promoting mitigation to employees.
- 1313 • Identifying resources to provide services in a nondiscriminatory manner.

1314

1315 Local Government

1316 Local governments examine community-wide issues as part of pre-disaster
1317 planning. This includes:

- 1318
- 1319 • Understanding key risks and vulnerabilities that cause systemic and major
1320 disruptions and challenges for disaster recovery, reconstruction and
1321 revitalization.
- 1322 • Effectively communicating these risks and vulnerabilities to the exposed
1323 community.
- 1324 • Incorporating mitigation in design and construction; promoting mitigation to
1325 citizens.
- 1326 • Pre-identifying local recovery functions, roles and structure for post-disaster
1327 recovery effort in order to expedite the recovery process.
- 1328 • Identify critical infrastructure and key services that must be restored
1329 immediately post-disaster.
- 1330 • Maintaining capability to timely address recovery challenges, such as building
1331 moratoriums, damage assessments, and waivers and variances necessary to
1332 assist early recovery.
- 1333 • Planning for the needs of individuals with disabilities and others with access and
1334 functional needs, children, and the elderly as a fundamental aspect of the plan
1335 rather than as a supplement or special plan.
- 1336 • Taking tribal law and culture into consideration in the community planning
1337 process; instilling a respect and understanding for tribes' unique heritage and
1338 needs.
- 1339

1340 State Government

1341 State governments carry out their essential roles in:

- 1342
- 1343 • Establishing, organizing, and coordinating goals, objectives and timelines for
1344 recovery.
- 1345 • Pre-identifying state recovery functions, roles, responsibilities and structures
1346 among state agencies and departments.
- 1347 • Maintaining a system to manage and monitor implementation of recovery effort,
1348 enforce accountability, ensure accessibility, and track resources.
- 1349 • Emphasizing the importance of pre-disaster recovery planning at the state and
1350 local level.
- 1351 • Working with local governments to integrate pre-disaster recovery planning
1352 with other appropriate community planning for local governments, such as
1353 hazard mitigation and capital improvement planning.
- 1354 • Identifying organizations within the community with pre-established methods in
1355 place to reach their stakeholders, and coordinating information sharing with
1356 these organizations regarding planning activities and meetings.
- 1357 • Ensuring local governments establish an accessible and inclusive process for
1358 addressing the recovery challenges pre- and post-disaster.

- 1359 • Providing a system of support from the state level to local governments that lack
1360 capability and request assistance.
- 1361 • Communicating and coordinating with federal recovery partners.
- 1362 • Taking tribal law and culture into consideration in the community planning
1363 process; instilling a respect and understanding for tribes' unique heritage and
1364 needs.
- 1365 • Entering into agreements that articulate collaborations between tribal and local
1366 governments, particularly when a reservation land crosses multiple
1367 jurisdictions.
- 1368 • Clarifying relationships with both state and federal authorities to determine
1369 where tribes fit in the allocation of disaster resources when recovery initiatives
1370 begin.

1371

1372 Tribal Government

1373

1374 Tribal governments may accomplish pre-disaster planning by:

1375

- 1376 • Pre-assigning tribal recovery functions, roles, and responsibilities.
- 1377 • Maintaining a system to manage and monitor implementation of recovery effort,
1378 enforce accountability, ensure accessibility, and track resources.
- 1379 • Conducting pre-disaster recovery planning and encouraging pre-disaster
1380 mitigation measures.
- 1381 • Coordinating with local, state, and federal governments to facilitate post-disaster
1382 efforts and ensure tribes have knowledge of and access to available funding and
1383 other assistance.
- 1384 • Working with local governments to articulate and solidify collaborations
1385 between tribal and local governments, particularly when a reservation land
1386 crosses multiple jurisdictions.

1387

1388 Federal Government

1389 The Federal government supplements overwhelmed post-disaster tribal, state, and
1390 local capability for short- and long-term recovery governmental capacity, planning,
1391 and technical assistance after large-scale or catastrophic events. Federal facilitation
1392 of pre-disaster planning can help minimize post-disaster dependence on federal
1393 assistance. This planning includes:

1394

- 1395 • Providing technical assistance to tribal nations, states, local governments, and
1396 stakeholders on the process, practices, and policies of hazard mitigation.
- 1397 • Providing pre-disaster recovery planning training and tools for tribal, state, and
1398 local governments.
- 1399 • Planning for national level responsibilities of catastrophic and regional disaster
1400 recovery challenges.
- 1401 • Optimizing and coordinating the federal programs that support tribal, state, and
1402 local recovery efforts.

- 1403 • Communicating and coordinating with tribal, state, and local recovery partners.
- 1404 • Encouraging use of steady state grant programs by tribes, states, and
- 1405 municipalities that lack the resources to develop their own pre-disaster recovery
- 1406 plans.
- 1407 • Developing national metrics for evaluating pre-disaster preparedness of physical
- 1408 infrastructures and facilitate local jurisdictions, corporations, building owners,
- 1409 and major institutions to develop their recovery preparedness plans accordingly.
- 1410 • Facilitating sharing of planning best practices and recovery plans adopted by
- 1411 various tribal nations, states, and local jurisdictions.

1412

1413 ***Post-Disaster Community Recovery Planning***

1414 Communities impacted by disaster should develop a process for optimally managing
 1415 their recovery effort and resources when necessary. Post-disaster community
 1416 recovery planning serves to integrate the range of complex decisions in the context
 1417 of the disaster and works as the foundation for allocating resources. The planning
 1418 process provides the benchmark to measure progress toward a successful outcome
 1419 by the affected community.

1420

1421 ***Key Elements of Post-Disaster Planning***

1422 All disaster-impacted communities can benefit by engaging in disaster recovery
 1423 planning and creating plans that are meaningful to multiple audiences, including
 1424 potential funders, nearby tribal nations, state and federal level agencies, and
 1425 members of the community. The following elements play a key role in the post-
 1426 disaster planning process:

- 1427 • Organizing recovery priorities and tasks through the use of a planning process
- 1428 by:
- 1429
 - 1430 ○ Assessing risk.
 - 1431 ○ Evaluating the conditions and needs after a disaster.
 - 1432 ○ Setting goals and objectives.
 - 1433 ○ Identifying opportunities to build in future resilience through mitigation.
 - 1434 ○ Identifying specific projects in areas of critical importance to the
 - 1435 community’s overall recovery.
- 1436
- 1437 • Using a process that is community-driven and locally-managed, designed to
- 1438 promote local decision-making and ownership of the recovery planning and
- 1439 implementation effort.
- 1440 • Promoting inclusive and accessible outreach, working collaboratively with and
- 1441 through groups of people affiliated by geographic proximity, common interest,
- 1442 or similar situations to address issues affecting the well-being of those people.
- 1443 Public involvement is critical to the recovery plan and process.
- 1444 • Incorporating considerations that include the concept of “growing smarter” as
- 1445 long-term recovery unfolds. This includes compliance with standards for
- 1446 accessible design and construction.

- 1447 • Building partnerships among local agencies, jurisdictions, the state, tribal and
1448 federal governments.
1449 • Providing well-defined activities and outcomes aimed at achieving recovery with
1450 schedule and milestones.
1451 • Developing tools and metrics for evaluating progress against set goals,
1452 objectives, and milestones.
1453

1454 Planning for the complex needs of the full community and bringing all stakeholders
1455 to a common planning table, with a commitment to physical, programmatic and
1456 communications accessibility helps create a successful post-disaster recovery
1457 process. The greatest challenge of post-disaster recovery planning is the inherent
1458 struggle in getting a plan developed quickly enough to meet the needs of residents
1459 and businesses. The post-disaster planning process must operate on a much faster
1460 timeline than traditional, or pre-disaster planning processes. However, one of the
1461 basic goals of the process is to develop the relationships and inter-agency
1462 cooperation that will continue to serve the recovery process once the planning is
1463 complete.
1464

1465 Other elements of post-disaster recovery are specific to individual, local
1466 government, state and tribal, or federal governments. These are outlined below.
1467

1468 Individual and Families

1469 Disaster recovery begins at the local level. Key post-disaster planning elements for
1470 individuals and families include:
1471

- 1472 • Taking charge of managing individual and family recovery.
1473 • Participating in post-disaster community recovery planning.
1474 • Working with others to reach out to those who may need assistance.
1475 • Engaging in public involvement opportunities on specific recovery projects.
1476

1477 Nonprofit Sectors

1478 As important partners with the community, key post-disaster planning elements for
1479 nonprofit sectors include:
1480

- 1481 • Facilitating stakeholder workshops in various accessible locations in the
1482 community to determine priority issues for recovery from the neighborhoods
1483 that make up the community.
1484 • Providing leaders and others to participate in local, state and tribal recovery
1485 organizations.
1486

1487 Private sector/Businesses

1488 Private sector and businesses play an important role in the community and often
1489 compose a portion of the community leadership. Key post-disaster planning
1490 elements for the private sector and businesses include:

1491

- 1492 • Participating in local recovery planning.
- 1493 • Implementing business continuity and restoration plans.
- 1494 • Assuming significant role in local and state recovery organizations.

1495

1496 Local Government

1497 Recovery planning within a community is dependent on an active local government.
1498 Key post-disaster planning elements for local governments include:

1499

- 1500 • Leading recovery planning and prioritization of goals.
- 1501 • Incorporating principles of post-disaster planning into the recovery process.
- 1502 • Coordinating with relevant regional planning organizations that can provide
1503 resources and/or planning expertise.
- 1504 • Reviewing pre-existing plans and cross-checking against post-disaster planning
1505 priorities.
- 1506 • Implementing a transparent, accountable system to manage recovery resources.
- 1507 • Managing overall recovery coordination at the local level.
- 1508 • Communicating post-disaster planning as well as organizational and operational
1509 needs to the state.
- 1510 • Leading a planning process that is inclusive and accessible and facilitates
1511 practices that comply with all applicable laws, including civil rights mandates.

1512

1513 State Government

1514 States play an important role in supporting and where necessary, leading
1515 overwhelmed local governments to address complex governmental, regulatory and
1516 financial challenges during short and long term recovery. They do this by:

1517

- 1518 • Providing a system of support to local governments.
- 1519 • Coordinating efforts to meet recovery challenges across all sectors in
1520 collaboration with the recovery counterparts at all jurisdictional levels.
- 1521 • Conducting post-disaster planning by building on the foundation set during the
1522 pre-disaster planning phase, but modifying it based on the actual versus
1523 predicted risk and needs.
- 1524 • Developing an interface between state agencies and the federal government to
1525 streamline recovery funding at the local level.
- 1526 • Coordinating with relevant regional planning organizations that can provide
1527 resources and/or planning expertise.

- 1528 • Promoting proactive partnerships between non-profit organizations, faith-based
1529 organizations, the private sector or other relevant organizations and
1530 nontraditional and underserved communities throughout the recovery process.
1531 • Implementing and enforcing applicable laws and regulations to protect the
1532 rights of citizens needing physical, programmatic and communications access to
1533 recovery activities and services.

1534

1535 Tribal Government

1536

1537 Tribes may live on land that spans multiple jurisdictions and coordination with
1538 those jurisdictions plays a key role in planning for a tribes' recovery from disaster.
1539 Ways in which tribes might accomplish this and other recovery activities include:

1540

- 1541 • Establishing, organizing, and coordinating goals, objectives and timelines for
1542 recovery.
1543 • Coordinating with local and state governments to provide mutual support.
1544 • Conducting post-disaster planning by building on the foundation set during the
1545 pre-disaster planning phase, but modifying it based on the actual versus
1546 predicted risk and needs.
1547 • Participating in long-term community recovery activities.
1548 • Developing a relationship the federal government to clarify and streamline
1549 recovery funding.

1550

1551 Federal Government

1552 The types of assistance and level of support provided by the federal government
1553 varies by community and depends on the disaster's impact and the tribal, state, and
1554 local government's capacity. The Federal government assists overwhelmed tribal,
1555 state, and local capabilities in their recovery from large-scale and catastrophic
1556 events by:

1557

- 1558 • Ensuring local ownership of the early recovery process through the engagement
1559 of tribal, state, and local authorities in the planning, execution, and monitoring of
1560 recovery actions.
1561 • Supplementing not supplanting local, state, and tribal resources and supporting
1562 local/state/tribal leadership of the recovery process.
1563 • Coordinating with Other Federal Agencies (OFA) to identify the geographic
1564 extent of the disaster impact and address the broader recovery challenges to
1565 infrastructure, supply chains, transportation systems and the like.
1566 • Maintaining a system for addressing intra-governmental recovery coordination.
1567 • Assessing the need for, and providing technical expertise when local and state or
1568 tribal capacity is overwhelmed by a large-scale or catastrophic event to support
1569 prompt beginning of recovery and to maximize joint recovery efforts and
1570 resources.
1571 • Providing planning guidance, tools resources and best practices to guide local,
1572 state, and tribal governments in planning their recovery.

- 1573 • Implementing regulations and guidance regarding legal obligations and other
1574 statutory obligations on all aspects of recovery including, but not limited to,
1575 those pertaining to accessibility standards and addressing the needs of
1576 individuals with disabilities.
- 1577 • Supporting local, state, and tribal application, use, and management of federal
1578 grants.
- 1579 • Evaluating the feasibility of sustainable recovery in disaster-affected areas and
1580 identifying what is needed to support that recovery.

1581 **X. COMMUNITY CONSIDERATIONS**

1582 ***Accessibility and Recovery***

1583 The guidance included here is specific to issues related to individuals with
1584 disabilities and others with access and functional needs.

1585 • Recognize that best practices are not to be confused with legal obligations to
1586 engage in recovery activities that are fully inclusive of individuals with
1587 disabilities. Those applying this framework should be aware of statutory
1588 obligations involved, which may include, but not be limited to:

- 1589 ➤ Stafford Act, as amended
- 1590 ➤ Post-Katrina Emergency Management Reform Act
- 1591 ➤ Rehabilitation Act of 1973, as amended
- 1592 ➤ Americans with Disabilities Act, as amended 2008
- 1593 ➤ Fair Housing Act of 1968, as amended
- 1594 ➤ Architectural Barriers Act of 1968
- 1595 ➤ Communications Act of 1934, as amended
- 1596 ➤ Individuals with Disabilities Education Act (IDEA) of 1975, as
1597 amended

1598 Obligations include accessibility in architecture, transportation, effective
1599 communication, employment, education, policies, and programs, including
1600 those receiving federal funding.

- 1601 • Ensure integration of people with disabilities into all aspects of emergency
1602 management rather than as a supplement or special plan in, among others,
1603 policies, practices, procedures, guidelines, standards, memoranda of
1604 understanding, and agreements/contracts.
- 1605 • Use existing resources to determine accessibility of facilities and programs, such
1606 as the ADA Best Practices Tool Kit available at the Department of Justice’s
1607 website for the ADA: www.ada.gov. Determine shortfalls based on tools and
1608 address deficiencies.
- 1609 • Engage in pre-disaster contracting and planning to meet the emergency needs of
1610 children and adults with disabilities, including the provision of disability related
1611 assistance/functional needs support services, consumable medical supplies,
1612 durable medical equipment, accessible transportation, and accessible housing.
- 1613 • Involve disability organizations into recovery planning efforts and all recovery
1614 committee types. Integrate disability and access and functional needs
1615 considerations into housing, economic and workplace, health care,
1616 transportation and infrastructure.
- 1617 • Conduct disaster recovery awareness training for stakeholders, including
1618 disability navigators; advocacy organizations, including those representing the

- 1619 needs of children with disabilities; senior centers and aging agencies;
 1620 rehabilitation offices; and relevant organizations. Provide such training in
 1621 compliance with the law using tools such as the ADA Best Practices Tool Kit.
- 1622 • Develop training for local partners that FEMA expects to fulfill obligations under
 1623 the National Disaster Housing Strategy and Plan. These partners (including
 1624 emergency managers, social workers, organizations, and agencies) may lack the
 1625 familiarity that is presumed necessary for working with people with disabilities
 1626 and others with access and functional needs and the organizations that support
 1627 these populations.
 - 1628 • Recognize that there are individuals who have acquired disabilities as a result of
 1629 the disaster. These individuals may need added assistance to familiarize
 1630 themselves with the processes to access services and supports so that they can
 1631 be as independent as possible and participate in the recovery process.
 - 1632 • Consider the continuing impact of a hazard, such as lingering smoke or the long-
 1633 term effects of debris, on those with existing and new disabilities.
 - 1634 • Ensure that all print, electronic and face to face communication is accessible to
 1635 people with disabilities and others with access and functional needs. Provide
 1636 necessary auxiliary aids and services to achieve effective communication,
 1637 including interpreters, computer assisted real-time transcription (CART), large
 1638 print, captioning, audio descriptions, wayfinding, note taking, etc.
 - 1639 • Liaison with large scale employers and providers of vocational and job training
 1640 support to address the recovery of the employment sector.
 - 1641 • Recognize that Federal worker protection laws such as the Fair Labor Standards
 1642 Act, Occupational Safety and Health regulations, National Labor Relations Act,
 1643 and the laws administered by the Equal Employment Opportunity Commission
 1644 must be upheld for workers who are employed to rebuild the impacted
 1645 community.

1646
 1647

Additional Resources:

- 1648 • Chapter 7 of the ADA Best Practices Tool Kit, Emergency Management,
 1649 <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
- 1650 • SME: Interagency Council on Emergency Prep. & Individuals with Disabilities
 1651 (ICC)
- 1652 • Hurricane Ike Impact Report: Special Needs Populations Impact Assessment
 1653 Source Document, White Paper, available at:
 1654 http://www.disabilitypreparedness.gov/pdf/ike_snp.pdf
- 1655 • National Council on Disability August 2009 Report: Effective Emergency
 1656 Management: Making Improvements for Communities and People with
 1657 Disabilities-
 1658 http://www.ncd.gov/newsroom/publications/2009/NCD_EmergencyManagement_HTML/EffectiveEmergencyManagement.html .
 1659

1660

1661 ***Unmet Needs***

1662 A successful recovery plan should adequately attend to and address unmet needs for
1663 individuals and families as they recover from disaster. This is particularly true for
1664 the most vulnerable community members, including underserved populations. As
1665 part of the post disaster recovery needs assessment, recovery planners can survey
1666 and interview community members to obtain first-hand information on what the
1667 unmet needs are and suggestions for meeting these needs. More importantly,
1668 recovery planners should collaborate closely with the federal Voluntary Agency
1669 Liaisons and other applicable government offices to facilitate considerations and
1670 inclusions of unmet needs throughout the recovery planning process and initiatives.
1671 Typical areas of enduring need after disaster include: long-term mental health
1672 concerns in relation to traumatic events induced by disasters; transportation for
1673 and during relocation; long-term housing; children’s stability within schools;
1674 investigation of under-insured properties; affordability of home repairs or
1675 insurance deductibles; and middle-class families who fall out of the purview of
1676 poverty relief or poor-assistance agencies.

1677

1678 ***Rural Area Recovery Needs***

1679 Rural communities have particular needs following a disaster. The definition of
1680 “rural” can be quite broad; it could include cohesive, relatively dense communities
1681 that are simply unincorporated and suffer from the lack of local resources or
1682 management, or it could include thinly populated stretches of land affected by a
1683 sweeping disaster (potentially agricultural). Such communities may desperately
1684 need a pre-disaster regional recovery plan, but lack the resources, leadership, or
1685 political autonomy to engage in one. Another profound obstacle to recovery occurs
1686 when a rural population has been devastated, but sparse infrastructure across a vast
1687 stretch of land makes logistical endeavors particularly challenging.

1688

1689 In rural communities, sometimes the human population incurs the greatest loss
1690 through devastation to the land itself, rather than any man-made assets. Whether
1691 the disaster loss is caused through drought, floods, crop blight, or livestock illnesses
1692 (epizootic), agricultural concerns demand a recovery approach that is distinct from
1693 densely populated urban settlements or manufacturing centers. Other communities
1694 needing a rural recovery approach are those dependent upon such industries as
1695 forestry, mining, fisheries, or oil/mineral exploration. In addition, tribal
1696 governments may be very rural in nature and could suffer disproportionately in a
1697 disaster, due to a similar dependence on land and lack of sophisticated
1698 infrastructure.

1699

1700 ***High Density Urban Area Recovery Needs***

1701 Major disasters may fundamentally change the landscape of urban communities.
1702 This may include the social, business, and physical landscapes. For this reason, the

1703 old urban plans cannot simply be dusted off and reused after a significant disaster.
1704 New urban plans may need to be created, and the citizens should be involved in the
1705 process. Community leaders and citizens alike should assess the new challenges
1706 and opportunities that the community faces and create a “preferred future” for the
1707 urban area.

1708 **XI. ABBREVIATIONS & DEFINITIONS**

1709 **ABBREVIATIONS**

- 1710
- 1711 **ARC** – American Red Cross
- 1712 **CBO** – Community-Based Organization
- 1713 **CDBG** – Community Development & Block Grant Program
- 1714 **CNCS** – Corporation for National and Community Service
- 1715 **DAE** – Disaster Assistance Employee
- 1716 **DHS** – Department of Homeland Security
- 1717 **DOC** – Department of Commerce
- 1718 **DOD** – Department of Defense
- 1719 **DOE** – Department of Energy
- 1720 **DOI** – Department of the Interior
- 1721 **DOJ** – Department of Justice
- 1722 **DOL** – Department of Labor
- 1723 **DOT** – Department of Transportation
- 1724 **DRC** – Disaster Recovery Center
- 1725 **DRM** – Disaster Recovery Manager
- 1726 **DVA** – Department of Veterans Affairs
- 1727 **EDA** – Economic Development Administration
- 1728 **EOC** – Emergency Operations Center
- 1729 **EPA** – Environmental Protection Agency
- 1730 **ESF** – Emergency Support Function
- 1731 **ESFLG** – Emergency Support Function Leadership Group
- 1732 **FCO** – Federal Coordinating Officer
- 1733 **FEMA** – Federal Emergency Management Agency
- 1734 **FRC** – Federal Recovery Coordinator
- 1735 **HUD** – Department of Housing and Urban Development
- 1736 **HHS** – Department of Health and Human Services
- 1737 **HQ** – Headquarters
- 1738 **IA** – Individual Assistance
- 1739 **IAA** – Interagency Agreement
- 1740 **ICS** – Incident Command System
- 1741 **IHP** – Individuals & Households Program
- 1742 **IP** – Office of Infrastructure Protection
- 1743 **JFO** – Joint Field Office
- 1744 **LTCR** – Long-Term Community Recovery
- 1745 **MOU** – Memorandum of Understanding
- 1746 **NGO** – Nongovernmental Organization
- 1747 **NIMS** – National Incident Management System
- 1748 **NIPP** – National Infrastructure Protection Plan
- 1749 **NPS** – National Park Service
- 1750 **NOAA** – National Oceanic and Atmospheric Administration
- 1751 **NPPD** – National Protection Programs Directorate

1752 **NRCC** – National Response Coordination Center
1753 **NRF** – National Response Framework
1754 **NVOAD** – National Voluntary Organizations Active in Disaster
1755 **OIG** – Office of Inspector General
1756 **PA** – Public Assistance
1757 **PKEMRA** - Post-Katrina Emergency Management Reform Act
1758 **RISC** – Regional Interagency Steering Committee
1759 **RSF** – Recovery Support Functions
1760 **SBA** – Small Business Administration
1761 **SCO** – State Coordinating Officer
1762 **SME** – Subject Matter Expert
1763 **SOP** – Standard Operating Procedure
1764 **SRC** – State Recovery Coordinator
1765 **TRO** – Transitional Recovery Office
1766 **TVA** – Tennessee Valley Authority
1767 **USACE** – U.S. Army Corps of Engineers
1768 **USDA** – U.S. Department of Agriculture
1769 **VAL** – Voluntary Agency Liaison
1770 **VOAD** – Voluntary Agencies Active in Disaster

1771

1772 **DEFINITIONS**

1773

1774 **Community** – In the context of facilitating disaster recovery, community refers to a
1775 network of individuals and families, businesses, institutions and other civic organizations
1776 that reside or operate within a shared geographical boundary; and may be represented by
1777 a common political leadership at a regional, county, municipal or neighborhood level.
1778

1779

1780 **Critical Infrastructure** – Systems and assets, whether physical or virtual, so vital that
1781 the incapacity or destruction of such may have a debilitating impact on the security,
1782 economy, public health or safety, environment, or any combination of these matters,
1783 across any Federal, State, regional, territorial, or local jurisdiction.

1784

1785 **Functional Needs** – Refers to the needs of an individual who under usual
1786 circumstances is able to function on their own or with support systems. However
1787 during an emergency, their level of independence is challenged.

1788

1789 **Individual with Disability** – The term refers to a person (child or adult) who has a
1790 physical or mental impairment that substantially limits one or more major life
1791 activities; a person who has a history or record of such impairment; or a person who
1792 is perceived by others as having such impairment. The term “disability” has the same
1793 meaning as that used in the ADA Amendments Act of 2008, P.L. 110-325, as
1794 incorporated into the ADA. See <http://www.ada.gov/pubs/ada.htm>
1795 <<http://www.ada.gov/pubs/ada.htm>> for the definition and specific changes to the text of
1796 the ADA. State laws and local ordinances may also include individuals outside the
federal definition. Children and adults may have physical, sensory, mental health,

1797 cognitive and/or intellectual disabilities resulting in access and functional needs
1798 and may require assistance to maintain independence.

1799
1800 **Intermediate Recovery** – Involves returning critical infrastructure and essential
1801 government or commercial services back to a functional, if not pre-disaster state.
1802 Such activities are often characterized by temporary actions that provide a bridge to
1803 permanent measures.

1804
1805 **Long-term Recovery** – Process of recovery that follows a disaster event and may
1806 continue for months and years. Examples include the complete redevelopment and
1807 revitalization of the damaged area, which could mean returning the area to
1808 conditions set in a long-term recovery plan.

1809
1810 **Mitigation** – Activities providing a critical foundation in the effort to reduce the loss of
1811 life and property from natural and/or manmade disasters by avoiding or lessening the
1812 impact of a disaster and providing value to the public by creating safer communities.
1813 Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated
1814 damage. These activities or actions, in most cases, will have a long-term sustained effect.

1815
1816 **Recovery** – The development, coordination, and execution of service- and site-
1817 restoration plans; the reconstitution of government operations and services;
1818 individual, private-sector, nongovernmental, and public-assistance programs to
1819 provide housing and to promote restoration; long-term care and treatment of
1820 affected persons; additional measures for social, environmental, and economic
1821 restoration; evaluation of the incident to identify lessons learned; post incident
1822 reporting; and development of initiatives to mitigate the effects of future incidents.

1823
1824 **Redevelopment** – Rebuilding degraded, damaged, or destroyed social, economic
1825 and physical infrastructure in a community, state, or tribal nation to create the
1826 foundation for long-term development.

1827
1828 **Resilience** – Ability of a community to remain strong or unharmed, and/or to be
1829 able to quickly and effectively recover from a disaster’s impact upon its
1830 infrastructure, economy, social and natural environment.

1831
1832 **Response** – Immediate actions to save lives, protect property and the environment,
1833 and meet basic human needs. Response also includes the execution of emergency
1834 plans and actions to support short-term recovery.

1835
1836 **Restoration** – Returning a physical structure, essential government or commercial
1837 services, or a societal condition back to its pre-disaster state through repairs,
1838 rebuilding, or reestablishment.

1839
1840 **Short-term Recovery** – Phase of recovery in which the scope of damages and needs are
1841 assessed, basic infrastructure is restored, and recovery organizations and resources are
mobilized.

1842 **Stabilization** – The process by which the immediate impacts of an event on
1843 community systems are managed and contained.

1844
1845 **Sustainability** – Meeting the needs of the present without compromising the ability
1846 of future generations to meet their own needs.

1847
1848 **Underserved Populations/Communities** – Groups that have limited or barriers to
1849 access to resources or are otherwise disenfranchised. These groups include those
1850 who are socioeconomically disadvantaged; persons who have limited English
1851 proficiency; people who are geographically isolated or educationally
1852 disenfranchised; minority groups; women and children; individuals with disabilities
1853 and others with access and functional needs; and older people.