



TEMPLATES

Disaster Recovery Framework & Recovery Support Function Guide

April 2015



This page intentionally left blank

TEMPLATES

Disaster Recovery Framework & Recovery Support Function Guide

April 2015

Prepared for:



Bay Area Urban Area
Security Initiative

With support from:



**Homeland
Security**

This project was supported by the California Governor's Office of Emergency Services under FY13 UASI grant #2013-00110, Cal OES ID# 075-95017, awarded by the U.S. Department of Homeland Security.

This document was prepared under a grant from the FEMA National Preparedness Directorate, U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the FEMA National Preparedness Directorate or the U.S. Department of Homeland Security.

This page intentionally left blank

[Insert Jurisdiction Name]

Disaster Recovery Framework

April 2015

This page intentionally left blank

Record of Changes

Change No.	Copy No.	Date Entered	Posted By

This page intentionally left blank

How to Use this Template

This document is a template for the purpose of assisting Local Governments to develop their own Disaster Recovery Framework (DRF). This template represents the beginning of a planning process in the development of the Local Government's recovery program. The template offers assistance to the recovery planner by providing an outline with information that is generally applicable to most local governments and guidance language for populating and expanding the template into a full framework.

Words or phrases in black font represent information that may be left unmodified, and words or phrases bracketed in [blue font] indicate where information tailored to the specific Local Government should be developed and inserted. Although the words and phrases in black font may be left unmodified, they may also be altered, and entire sections may be rearranged, removed or expanded to fit the needs of the Local Government.

When completing the framework, the Local Government should adhere to the principles defined in the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the National Disaster Recovery Framework (NDRF), and any applicable local plans and policies, such as the Local Government's Emergency Operations Plan (EOP).

The recommended process for populating both the DRF and RSF Guide Templates is described below.

Form a Collaborative Planning Team – The first step in populating these templates is to form a collaborative team to undertake recovery planning for the jurisdiction. The team should involve key personnel within the jurisdiction with knowledge of and specific roles in recovery. It is recommended that jurisdictions appoint a Recovery Coordinator to lead the recovery planning effort. Periodic meetings of the team should be held to discuss, develop, and review material that will be used to populate the templates. In addition to the primary recovery team, it is also recommended that workgroups be established for each of the RSFs to conduct planning specific to those functions and to populate those sections of the RSF Guide Template.

Strategic planning meetings should be held to discuss the following: assumptions, the vision and core values of the recovery organization, recovery benchmarks, organizing for recovery, and pre- and post-disaster objectives.

Preparation, Review, and Approval - The jurisdiction should determine which agency would be responsible for populating the DRF and RSF Guide Templates. The agency will make the necessary modifications to the documents creating draft products for review and approval by the designated authority in that jurisdiction.

Implementation and Maintenance – The same agency selected to prepare the DRF and RSF Guide, will typically also be responsible for maintaining them. The agency should present the documents to agencies with roles and responsibilities in recovery and to key stakeholder groups so that everyone understands the jurisdiction’s approach to recovery.

[After the templates are populated, this section should be deleted.]

Table of Contents

Record of Changes	i
How to Use this Template	iii
1. Introduction	1
1.1 Purpose	1
1.2 Scope and Applicability	2
1.3 Intended Audience	2
1.4 [Insert Jurisdiction Name] Profile.....	2
1.5 Recovery Phases	2
1.5.1 Phase 1: Short-Term Recovery.....	4
1.5.2 Phase 2: Intermediate Recovery.....	4
1.5.3 Phase 3: Long-Term Recovery	4
1.6 Recovery Assumptions.....	4
2. Recovery Vision and Core Values	7
2.1 Vision.....	7
2.2 Core Values.....	7
2.2.1 Local Ownership of Recovery	7
2.2.2 Whole Community Approach	8
2.2.3 Individual and Family Empowerment	8
2.2.4 Pre-Disaster Recovery Planning.....	9
2.2.5 Partnerships and Inclusiveness	9
2.2.6 Public Information	9
2.2.7 Timeliness and Flexibility	10
2.2.8 Resilience and Sustainability	10
2.2.9 Psychological and Emotional Recovery	10
3. Recovery Benchmarks	11
3.1 Effective Decision-Making and Coordination.....	11
3.2 Integration of Community Recovery Planning Process	11
3.3 Well-Managed Recovery	12
3.4 Community Engagement, Public Participation, and Public Awareness.....	12
3.5 Financial Management	13
3.6 Organizational Flexibility	14
3.7 Resilient Rebuilding.....	14
4. Recovery Organization	15
4.1 Pre-Disaster Recovery Organization.....	15
4.1.1 Recovery Coordinator	15
4.1.2 Recovery Committee.....	15
4.2 Transition from Response to Recovery	16

4.3	Short-Term Recovery Organization.....	17
4.4	Long-Term Recovery Organization	17
4.4.1	Local Disaster Recovery Manager	18
4.4.2	Recovery Support Functions.....	18
5.	Overarching Recovery Objectives	21
5.1	Pre-Disaster Objectives.....	21
5.2	Post-Disaster Objectives	21
	Appendix A: Acronyms.....	A-1
	Appendix B: Figures	B-1

Executive Summary

[After completing the Disaster Recovery Framework template, the Local Government may choose to write an Executive Summary summarizing the key ideas presented in each of the chapters within the framework. The Executive Summary should be approximately 5% of the length of the main document. The Executive Summary should summarize the framework in a way that allows the reader to quickly understand the key ideas in it. Adding an Executive Summary is optional, but is especially beneficial when a document is lengthy.]

This page intentionally left blank

1. Introduction

A *framework* is a strategic planning document that represents a starting point for the development of a program – in this case the [Insert Jurisdiction Name] Recovery Program. A framework is not a mandate, nor an operational plan, but provides guidance for how the program will operate – it sets expectations for how strategic planning decisions will be made, identifies stakeholders, and defines the structure of the organization.

A framework must be actionable and flexible for the purposes of the organization and must be clearly understood by all members of the organization, including key stakeholders. A good framework effectively guides the strategic planning process and results in the development of a full plan. Developing a framework is often the first step in a multiyear strategic planning process.

The [Insert Jurisdiction Name] Disaster Recovery Framework (DRF) mostly mirrors the format of the National Disaster Recovery Framework (NDRF), although there are some noticeable differences in format between the two. This allows the user to follow the framework during a disaster incident and be confident that the processes described in the framework are compatible with State and Federal guidelines and support structures. But, achieving this also means that the framework and accompanying documents must be reviewed on a regular basis in consideration of any potential changes to State and Federal guidelines and support structures.

1.1 Purpose

The [Insert Jurisdiction Name] DRF describes the vision, organization, and core principles that promote effective recovery for the [Insert the word city or county]. It links the [Insert Jurisdiction Name], private businesses and nongovernmental organizations (NGOs), faith-based organizations (FBOs), and community-based organizations (CBOs) to State and Federal recovery policy and potential post-disaster assistance. The DRF recognizes that recovering from a disaster is complex and all recovery efforts confront significant challenges. The DRF is intended to address complex incidents that require the coordination of numerous recovery activities.

The DRF is a companion document to the [Insert Jurisdiction Name] Emergency Operations Plan (EOP) and provides a mechanism for those organizations with recovery roles to conduct pre-disaster coordination to enhance recovery-related preparedness and build capabilities. Ultimately, the DRF establishes the beginning of a process to develop operational Recovery Support Functions (RSFs) and an effective recovery program.

1.2 Scope and Applicability

This framework is an [Insert the word annex or appendix or other plan association description] to the [Insert City, County, or Operational Area] EOP and is consistent with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the NDRF. The framework is applicable to any hazard that results in large-scale or catastrophic impacts requiring the need for complex and extended recovery operations.

1.3 Intended Audience

The DRF is intended primarily for those who will be (or will potentially be) directly involved in implementing disaster recovery in [Insert Jurisdiction Name]; or after a disaster incident, it provides high-level guidance for those who are directly involved with that implementation. The DRF will also be of interest to members of the public, nongovernmental organizations (NGOs), businesses, utilities, regional partners at various levels of government, and others with a general or specific interest in disaster recovery in [Insert Jurisdiction Name].

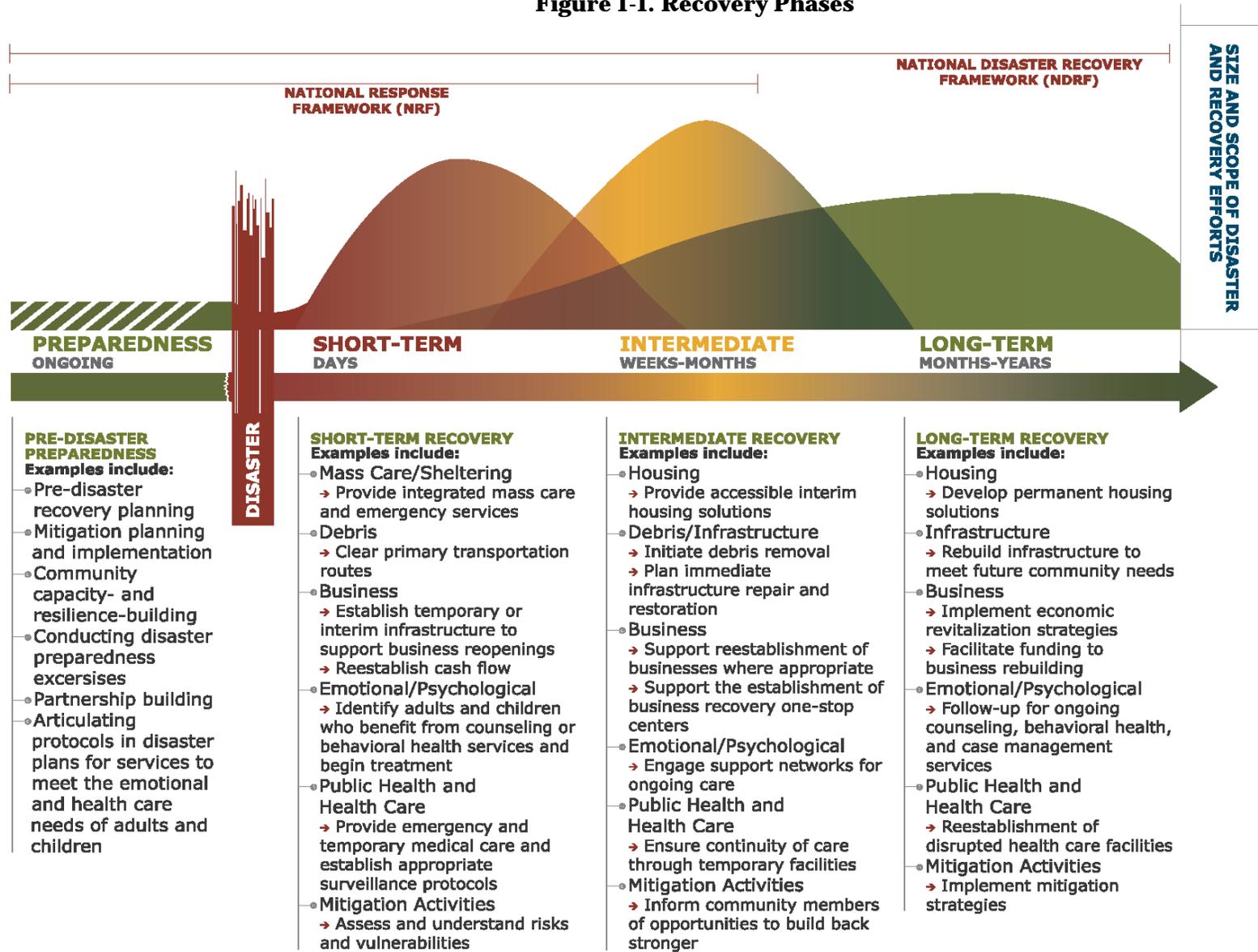
1.4 [Insert Jurisdiction Name] Profile

[In this section, the plan developer should insert the city or county profile, which should describe the jurisdiction and identify demographic information, hazard profiles, and other distinguishing features. Much of this information can be obtained from the City/County EOP, Safety Element of the General Plan, and/or Hazard Mitigation Plan. If the framework is for a county, a list of the unincorporated areas would be beneficial.]

1.5 Recovery Phases

The recovery process is a sequence of interdependent and often-overlapping activities or phases that progressively advance the community toward a successful recovery. However, the decisions that a community makes and the priorities it sets early in the recovery process can have a cascading effect on the nature and speed of the overall recovery process. Figure 1 shows how response and short-term recovery functions occur simultaneously and how the transition to the intermediate and long-term recovery occurs as immediate response activities wind down.

Figure 1-1. Recovery Phases



1.5.1 Phase 1: Short-Term Recovery

Short-term recovery refers to the first days and weeks after the incident. This phase of recovery addresses health and safety needs beyond rescue, the assessment of the scope of damage and needs, the restoration of basic infrastructure, the activation of recovery organizations, and the mobilization of resources.

1.5.2 Phase 2: Intermediate Recovery

Intermediate recovery refers to the weeks and months after the incident. This phase of recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

1.5.3 Phase 3: Long-Term Recovery

Long-term recovery refers to the months and years after the incident. This phase of recovery addresses complete redevelopment and revitalization of the impacted area; the rebuilding or relocating of damaged or destroyed social, economic, natural, and built environments; and a move to self-sufficiency, sustainability, and resilience.

1.6 Recovery Assumptions

The following assumptions provide additional context regarding post-disaster recovery expectations: [The assumptions listed below are examples. They may be individually adopted as relevant to the jurisdiction, and/or assumptions may be added, removed, or edited, as desired. Assumptions are an important aspect of any strategic plan. They provide the reader of the plan additional context for why certain actions are taken. The Local Government should review these assumptions to make sure they accurately reflect the situation for the jurisdiction.]

- After a major disaster, recovery needs will exceed the capabilities of the local community, including the Local Government, private businesses, and NGOs. State and Federal assistance will be necessary.
- Response activities and short-term, intermediate, and long-term recovery activities will overlap, which will make prioritizing resources a challenge.
- Effective mitigation, resiliency, continuity of operations and continuity of government planning prior to a disaster will greatly benefit the recovery effort.
- Planning, development, and building codes may have to be reviewed and revised in order to speed recovery, but changes to them must be balanced with the need to mitigate future hazards and to build resilience within the community.

- Without proper legal authorities, recovery managers may be constrained in their ability to effectively manage the recovery process and undertake certain activities.
- Other entities from both the public and private- sector (e.g., utilities, healthcare providers, transportation providers, communication providers) will play a significant role in the repair of critical infrastructure. These entities will provide the primary workforce for much of the infrastructure recovery.
- Various critical lifelines will be severely damaged or disrupted and other critical facilities will be damaged. Funds and resources will be limited, so restoration efforts will need to be prioritized.

This page intentionally left blank

2. Recovery Vision and Core Values

The following vision and core values define the [Insert Jurisdiction Name]’s desired influence over and motivations for engaging in pre- and post-disaster recovery activities.

2.1 Vision

[A vision is a statement about what an organization wants to become (in this case, what the jurisdiction’s recovery organization wants to become). The vision should resonate with all members of the organization and help them feel proud, excited, motivated, and part of something bigger than themselves. A vision statement should stretch the organization’s capabilities, but it should also be achievable. The jurisdiction should develop a vision for the recovery organization and insert it here. Below is an example vision statement for a recovery organization.]

After a disaster, the [Insert Jurisdiction Name] will maintain local primacy/control over post-disaster recovery operations. Abiding by our core values and utilizing the DRF to establish an effective recovery program, we intend to partner with the whole community to restore community functioning, rebuild lives, revitalize impacted areas as needed and achieve self-sufficiency, sustainability, and resilience for the [Insert Jurisdiction Name], its residents and businesses, in the long-term.

2.2 Core Values

The [Insert Jurisdiction Name] DRF is guided by core values that, when put into practice, maximize the opportunity to achieve a successful recovery. The core values represent the core planning priorities that the [Insert Jurisdiction Name], the community and the [insert the word city’s or county’s] stakeholders define. The core values provide the inspiration for the objectives and recovery benchmarks defined in the framework.

[With the exception of the Whole Community Approach, the following core values can be found in the NDRF and other best practices. The descriptions of the core values have been slightly modified to maintain consistency with the Local Government audience. The jurisdiction may adopt any or all of these core values as its own, it may create its own core values, or it may do some of both. If the jurisdiction adopts some or all of the following core values, it may also choose to revise the wording of any of the core values to highlight or raise awareness to certain concepts.]

2.2.1 Local Ownership of Recovery

Although it is anticipated that State, Federal, and nongovernmental assistance, will flow into the [Insert the word city or county] to support the local community, the

[Insert Jurisdiction Name] local leadership will, consistent with Federal guidance, uphold responsibility for organizing, coordinating, and advancing recovery for the [Insert the word city or county]. The NDRF refers to this as “Leadership and Local Primacy.” Maintaining local ownership of recovery operations is critical, so that recovery assistance is prioritized and directed to recovery efforts based upon community desires. This framework is one step in the process for developing the local recovery capabilities necessary to locally manage and lead recovery operations.

2.2.2 Whole Community Approach

The [Insert Jurisdiction Name] DRF uses a Whole Community approach in addressing recovery issues. According to the Federal Emergency Management Agency (FEMA),

“[the] Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built. In a sense, Whole Community is a philosophical approach on how to think about conducting emergency management.”¹

By incorporating the Whole Community approach into the recovery process, the [Insert Jurisdiction Name] can address long-term recovery in a more collaborative, effective and efficient manner. All aspects of the community (e.g., CBOs, FBOs, other NGOs; private businesses; the public) are needed to effectively recover from a disaster. It is critical that stakeholders are included in recovery planning before an incident to enable the community to develop local capabilities to withstand the potential impacts of a disaster, respond quickly, and recover as rapidly as possible in a way that sustains or improves the community’s overall well-being.

2.2.3 Individual and Family Empowerment

All community members must have equal opportunity to participate in community recovery efforts in a meaningful way. Care must be taken to ensure that actions, both intentional and unintentional, do not exclude groups of people based on race, color, national origin (including limited English proficiency), religion, sex, or disability. Care must be taken to identify and remove social and institutional barriers that hinder or preclude individuals with disabilities and others in the community historically subjected to unequal treatment from full and equal enjoyment of the programs, goods, services, activities, facilities, privileges,

¹ FEMA, *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*, FDOC 104-008-1 (December 2011).

advantages, and accommodations provided. A successful recovery is about the ability of individuals and families to rebound from their losses in a manner that sustains their physical, emotional, social, and economic well-being. The restoration of infrastructure systems and services is critical during recovery. It is vital that all individuals who make up the community are provided with the tools to access and use a continuum of care that addresses both the physical losses sustained and the psychological and emotional trauma experienced.

2.2.4 Pre-Disaster Recovery Planning

The speed and success of recovery can be greatly enhanced by establishing the recovery process and protocols before a disaster. Pre-disaster recovery planning allows for coordinated post-disaster recovery planning and implementation. All stakeholders should be involved in pre-disaster planning to ensure a coordinated and comprehensive planning process and to develop the relationships that will increase the effectiveness of post-disaster collaboration and enable unified decision-making. Another important objective of pre-disaster recovery planning is to identify and take mitigation actions that will significantly reduce disaster impacts such as: disaster-resilient building practices and private and public continuity programs.

2.2.5 Partnerships and Inclusiveness

Partnerships and collaboration across groups, sectors, and governments promote a successful recovery process. Partnerships and inclusiveness are vital for ensuring that all voices are heard from all parties involved in disaster recovery and that all available resources are brought to the table. Partnerships and inclusiveness are especially critical at the community level, where nongovernmental partners in the private and nonprofit sectors play a critical role in meeting local needs. Inclusiveness in the recovery process includes individuals with disabilities and others with access and functional needs, advocates for children, seniors, and members of underserved populations. Sensitivity toward and respect for social and cultural diversity must be maintained at all times. Compliance with equal opportunity and civil rights laws must also be upheld.

2.2.6 Public Information

Clear, consistent, culturally appropriate, and frequent communication initiatives promote successful public information outcomes. Such outcomes incorporate a process that is inclusive and ensures accessibility to all, including those with disabilities, persons who are deaf or blind, and those with limited English proficiency. Public information messaging helps manage expectations throughout the recovery process and supports the development of local communications plans. This messaging ensures that stakeholders have a clear understanding of available assistance and their roles and responsibilities in the recovery process including public participation in recovery planning and decision making; makes clear the

actual pace, requirements, and time needed to achieve recovery; and includes information and referral help lines and websites for recovery resources.

2.2.7 Timeliness and Flexibility

A successful recovery process upholds the value of timeliness and flexibility in coordinating and efficiently conducting recovery activities and delivering assistance. A successful recovery also minimizes delays and loss of opportunities. The process strategically sequences recovery decisions and promotes coordination; addresses potential conflicts; builds confidence and ownership of the recovery process among all stakeholders; and ensures that recovery plans, programs, policies, and practices are adaptable to meet unforeseen, unmet, and evolving recovery needs.

2.2.8 Resilience and Sustainability

A successful recovery process promotes practices that minimize the community's risk to all hazards and strengthens its ability to withstand and recover from future disasters. Together, these practices constitute the community's resiliency. A successful recovery process engages in a rigorous assessment and understanding of risks and vulnerabilities that might endanger the community or pose additional recovery challenges. Resilience incorporates hazard mitigation and land use planning strategies; critical infrastructure, environmental, and cultural resource protection; and sustainability practices to reconstruct the built environment and revitalize the economic, social, and natural environments.

Resilience refers to creating and utilizing the systems, policies, technologies, and other means that can give the [insert the word city or county] and its inhabitants an enhanced ability to recover quickly from a major disaster and adapt to changing conditions over time. Sustainability refers to the ability to sustain the [insert the word city's or county's] environmental, economic, and cultural qualities over time—including times of crisis and recovery. These two key themes are fundamental to the recovery plan.

2.2.9 Psychological and Emotional Recovery

A successful recovery process addresses the full range of psychological and emotional needs of the community as it recovers from the disaster through the provision of support, counseling, screening, and treatment, when needed. These needs range from helping individuals to handle the shock and stress associated with the disaster's impact and recovery challenges to addressing the potential for and consequences of individuals harming themselves or others through substance, physical, and emotional abuse. Successful recovery acknowledges the linkages between the recovery of individuals, families, and communities.

3. Recovery Benchmarks

Benchmarks are used in strategic planning to help measure progress toward goals and objectives. Measuring and communicating the progress of recovery increases public confidence in the recovery process by promoting transparency, accountability, and efficiency. Measuring and communicating also enable local leadership to identify ongoing recovery needs and engage partners in providing assistance and problem resolution. Recovery progress serves as a tracking mechanism for improving and adjusting recovery strategies and activities and ensuring continuing improvement.

[One jurisdiction may characterize success as the return of its economy to pre-disaster conditions, and another jurisdiction may see success as the opening of new economic opportunities. The NDRF calls its benchmarks “success factors.” Localized versions of these benchmarks are listed in the sections that follow. The jurisdiction may adopt these benchmarks or they can develop their own.]

3.1 Effective Decision-Making and Coordination

Effective decision-making and coordination is determined by the following:

- Recovery leadership defines roles and responsibilities for all stakeholders.
- Businesses, nonprofits and local community leadership examine recovery alternatives, address conflicts and make informed and timely decisions that best achieve recovery of the impacted community.
- Organizations providing leadership or assistance for recovery establish metrics for tracking progress, ensuring accountability and reinforcing realistic expectations among stakeholders.
- Government, voluntary, faith-based and community organizations provide assistance to track progress, ensure accountability and make adjustments to ongoing assistance.

3.2 Integration of Community Recovery Planning Process

Successful integration of the community recovery planning process is achieved when:

- Communities engage in pre-disaster recovery planning and other recovery preparedness, mitigation and community resilience-building work.
- Individual, business and community preparation and resilience-building provide a foundation for recovery plans that improve the speed and quality of post-disaster recovery decisions.

- The public-private partnership facilitates broad coordination and information sharing among all levels of government and private sector owners and operators of critical infrastructure.
- The community develops processes and criteria for identifying and prioritizing key recovery actions and projects.
- The community's recovery leadership creates an organizational framework involving key sectors and stakeholders to manage and expedite recovery planning and coordination.
- The community ensures appropriate authorities are in place ahead of a disaster to enable effective recovery preparedness, management and community resilience-building work both pre- and post-disaster.

3.3 Well-Managed Recovery

A well-managed recovery is represented by the following achievements:

- Well-established, pre-disaster partnerships with the Operational Area, State, and Federal agencies including those with the private sector and NGOs help to drive a successful recovery.
- Recovery stakeholders leverage and coordinate disaster and traditional public and NGO assistance programs to accelerate the recovery process and avoid duplication of efforts.
- Communities seek out, interface, and coordinate successfully with outside sources of help, such as surrounding governments, foundations, universities, nonprofit organizations and private sector entities.
- Readily available surge staffing and management structures support the increased workload during recovery, such as permitting, code enforcement, planning, communications, grant-writing, funding and resource management, and project management.
- Recovery leadership establishes guidance, including the shift of roles and responsibilities, in the transition from response operations to recovery and, finally, a return to a new normal state of community functioning.
- Well-managed recoveries ensure effective compliance with local planning, building and architectural standards and broad accessibility to recovery programs and funds.

3.4 Community Engagement, Public Participation, and Public Awareness

Proactive community engagement, public participation and public awareness is achieved when:

- Stakeholders collaborate to maximize the use of available resources to rebuild housing, infrastructure, schools, businesses and the social-historical-cultural fabric of the impacted community in a resilient manner; and to provide health care, access and functional support services.
- All community perspectives are represented in all phases of disaster and recovery planning; transparency and accountability in the process are clearly evident.
- Communities create post-disaster recovery plans that can be implemented quickly. Local opinions are incorporated so that community needs are met in a more holistic manner, maximizing the provision and utilization of recovery resources and built upon, incorporated into and consistent with other key community policies and plans, including the local general plan and hazard mitigation plan.
- Public information is accessible to keep everyone informed throughout the recovery process. This includes providing appropriate aids and services, such as captioning large print, Braille, interpretation and translated materials, to ensure effective communication with individuals with disabilities and to facilitate access to information for individuals with limited English proficiency.
- Continuous and accessible public information campaigns to community members on various recovery programs and the commitment to short, intermediate and long-term recovery, as well as the overall recovery progress, increases public confidence.

3.5 Financial Management

A well-administered recovery financing program occurs when:

- Community stakeholders understand and have access to broad and diverse funding sources in order to finance recovery efforts.
- The community's knowledge and professional administration of funding programs greatly aid the recovery progress.
- Funders and resource providers collaborate to provide program flexibility and implement finance planning. Recovery management and program administration collaborate in a post-disaster environment.
- Recovery management programs support the development and maintenance of adequate financial monitoring and accounting systems for new and large levels of investment. Management programs include systems that detect and deter fraud, waste and abuse.

- Recovery expenditures maximize the use of local businesses to promote local economic development.

3.6 Organizational Flexibility

Organizational flexibility is achieved when:

- Organizational structures for managing and coordinating recovery activities are scalable and flexible.
- The recovery management structure evolves, adapts and incorporates new skills and capacities, as needed, to address the changing landscape of post-disaster recovery over time.
- Functional and effective intergovernmental relations enhance the recovery process.
- Organizational flexibility facilitates the application of laws, regulations and policies in the disaster context and enhances governance capabilities in unforeseen incidents.
- Increased pre-disaster partnerships help reduce or avoid the challenges of establishing new partnerships in a post-disaster environment.
- Organizational flexibility is compatible with the integrity and accountability of taxpayer-funded programs.

3.7 Resilient Rebuilding

Resilient building is achieved when:

- The community rebuilds a sustainable future inclusive of ecological, economic and local capacity considerations.
- The recovery is an opportunity for the community to rebuild in a manner, which reduces or eliminates risk from future disasters and avoids unintended negative environmental consequences.
- The community incorporates effective building codes and land use planning practices in recovery. Vulnerable infrastructure and structures are retrofitted, elevated or removed from harm.
- Community members, businesses, and the [insert the word city or county] incorporate risk-reduction strategies into governance and local decision-making.

4. Recovery Organization

The following sections describe how the [Insert Jurisdiction Name] plans to organize its recovery efforts before and after a disaster.

4.1 Pre-Disaster Recovery Organization

The following sections describe the [Insert Jurisdiction Name] pre-disaster recovery organization.

[Local governments have many options for organizing to accomplish pre-disaster recovery objectives. It is recommended that a Recovery Coordinator be appointed to manage the recovery program and convene a Recovery Committee to guide the development and deployment of pre-disaster recovery plans, trainings, and exercises. The narratives below describe one approach. The jurisdiction should analyze organizational options and decide on an approach and document it in the sections below.]

4.1.1 Recovery Coordinator

The Recovery Coordinator is appointed by and reports to [Insert the Agency Name or Position Title] and leads and coordinates all pre-disaster local recovery planning efforts. The Recovery Coordinator also leads the Recovery Committee.

Additionally, the Recovery Coordinator will have responsibility for initially activating the recovery program following a disaster incident. This includes serving as the Emergency Operations Center (EOC) Emergency Support Function (ESF) 14 lead during incidents for which recovery activities are expected.

4.1.2 Recovery Committee

The Recovery Committee oversees the recovery program, providing input into the development of pre-disaster recovery plans and updates to existing recovery plans. The Recovery Committee consists of agencies and other stakeholders from each of the Recovery Support Functions (RSFs) as well as emergency management and local government leadership. Subcommittees for each of the RSFs may also be convened periodically to address function-specific recovery issues. The following agencies and organizations are included in the Recovery Committee:

- [Insert Agency Name or Position Title]
- [Insert Agency Name of Position Title]
- [Insert Agency Name or Position Title]
- [Insert Agency Name or Position Title]

- [Insert Agency Name or Position Title]
- [...]

[While the agency or organization titles may differ in different jurisdictions, a general list of recommended agencies for the Recovery Committee are listed below.]

- Planning Department
- Health Department
- Risk Management
- Management and Budget Office
- Department of Public Works
- Attorney's Office
- Chief Administrative Office
- Office of Emergency Services
- Public Affairs
- Housing and Development
- Social Services
- Chamber of Commerce
- Volunteer Coordinating Agency

4.2 Transition from Response to Recovery

Recovery activities begin quite soon after a major incident occurs and they overlap with response activities. At some point in the response to a disaster, the emphasis of the activities shifts from response to recovery as the requirements to save lives, protect property, and protect public health and safety diminish. During this transition, the [Insert Jurisdiction Name] will begin to transition the management of recovery operations out of the Emergency Operations Center (EOC) and short-term recovery management structure to a Long-Term Recovery Organization (LTRO) designed to facilitate recovery operations after the EOC had been deactivated. As part of this transition, leadership of recovery operations will transfer from the Recovery Coordinator to the Local Disaster Recovery Manager (LDRM) appointed for the particular disaster incident.

Disaster operations vary based on the nature, scope and complexity of the specific incident. Therefore, the timing of the transition from the response to initial recovery operations and then to intermediate and long-term recovery will vary from

incident to incident. During response and in the early stages of recovery, RSFs may be deployed while ESFs are still operational and the two may coexist until the ESFs fully demobilize.

4.3 Short-Term Recovery Organization

The [Insert Jurisdiction Name] initially manages short-term recovery operations within the EOC and incident management structure.

[How jurisdictions specifically handle short-term recovery operations and planning within their emergency management framework will differ. Some jurisdictions may handle short-term recovery out of their Advanced Planning Unit in the Planning Section of their EOC, while others might be organized by ESFs and develop a specific ESF to manage recovery activities. This section should describe the approach that the jurisdiction is using and provide an organization chart to show how recovery management fits into the overall incident management structure.]

4.4 Long-Term Recovery Organization

[Just as with Short-Term Recovery operations, intermediate and long-term recovery operations can be managed differently. Some jurisdictions may activate RSFs very soon or immediately after an incident, having them work as sub-functions within an EOC or ESF incident management structure, while other jurisdictions may wait, to formally activate the RSFs until the majority of response operations have been demobilized. It is important to get the proper agencies involved in recovery operations soon after an incident occurs, but organizing these agencies will vary based on the needs of the incident. Also, there are different organizational approaches for long-term recovery. For example, some communities establish new departments or governmental organizations to manage long-term redevelopment and rebuilding. In some instances, these organizations may look like redevelopment agencies and even have a board of directors that is separate the City Council/Board of Supervisors. Other communities have chosen to extend the incident command management structure for recovery—with management, planning, operations, logistics, and finance/administration functional areas—allowing for a more transparent transition from ESFs to RSFs operations over time. And, others still have chosen to use a technical committee structure to lead long-term recovery efforts. In such a structure, a task force with broad-based community representation might be established to help guide local government decision-making. In some cases, the committee might be formally defined as an ad hoc local government advisory committee to the Mayor/City Council/Board of Supervisors, or it might be a non-government group. There also could be sub-committees that are organized around the RSFs or other technical areas and serve as working bodies to generate ideas, coordinate community input into planning and decision-making, and help to implement specific recovery actions.]

After the EOC deactivates, response operations are demobilized with time and the [Insert the word city or county] changes its focus to recovery issues. By Phase 2, Intermediate Recovery, decisions about which RSFs will be activated, whether to appoint a Local Disaster Recovery Manager and whether to establish a Long-Term Recovery Organization need to occur and the transition from the EOC and response management structure to a recovery management structure should be underway. In Phase 3, Long-Term Recovery, all recovery efforts are coordinated through a Long-Term Recovery Organization. The Long-Term Recovery Organization chart is displayed on Figure 4-1. [When the jurisdiction defines the post-disaster recovery organization structure, it should be inserted as a figure below.]

Figure 4-1. Recovery Organization

[Insert Post-Disaster Recovery Organization Chart here]

4.4.1 Local Disaster Recovery Manager

The role of the Local Disaster Recovery Manager (LDRM) is to organize, coordinate, and advance the recovery for the [Insert Jurisdiction Name]. The LDRM is appointed based on the unique circumstances of the disaster incident, but should have a strong understanding of community development and the [Insert the word city or county] demographics. The primary role of the LDRM is to oversee the activation of and implementation of the RSFs and the overall recovery operations and management structure to its completion. However, the LDRM also represents and speaks on behalf of the [Insert the words mayor, county administrator, or board of supervisors] and serves as the [Insert the word city's or county's] primary point of contact with the State Disaster Recovery Coordinator and other key public and private partners as part of the recovery process.

4.4.2 Recovery Support Functions

RSFs are the coordinating structure for key functional areas of recovery assistance. Some or all of the RSFs may be activated following a disaster incident. Their purpose is to support the local community by facilitating problem solving, improving access to resources, and fostering coordination between government agencies and community partners and stakeholders on issues vital to an effective recovery.

RSFs bring together the core recovery capabilities of [Insert the word city or county] agencies and other supporting organizations, including some organizations and partners that may not have been active in emergency response, to focus on community recovery needs. These relevant stakeholders and experts meet when they are engaged after the disaster to identify and resolve recovery challenges. These partners also promote recovery planning during non-emergency times to enhance recovery capabilities as part of the Recovery Committee described in Section 4.1.2.

RSFs are composed of a Coordinating Agency, Primary Agencies, and Support Agencies. The **Coordinating Agency** provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. **Primary Agencies** have significant authorities, roles, resources, or capabilities for a particular function within an RSF, and these agencies coordinate support within their functional area. **Support Agencies** are those entities with specific capabilities or resources that support the Primary Agencies in executing the mission of the RSF. The primary distinction between the primary and the support organizations is the frequency at which the agency is expected to actively participate in an RSF operation.

The [Insert Jurisdiction Name]'s recovery organization includes the following RSFs: [These RSFs come from the NDRF. The jurisdiction may use these RSFs, create their own, add to these or only adopt some of them. There is a benefit to adopting the RSFs as defined in the NDRF as it will align the local recovery organization with State and Federal organizations that will likely be called upon to provide assistance].

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

[For Local Governments that have adopted an ESF structure in their EOCs, the RSF structure can coexist with and build upon the ESFs. RSFs are different from ESFs in that they have different mission objectives, partnerships, approaches, time spans, and organization structure. The players and skill sets involved may be also different.]

This page intentionally left blank

5. Overarching Recovery Objectives

The [Insert Jurisdiction Name] recovery organization will set incident-specific recovery objectives during recovery. Those objectives will be developed by each RSF, will depend on the specific effects of the disaster, and will become part of the [Insert Jurisdiction Name] recovery operation plan. The objectives listed below are broad overarching objectives that are generally applicable to any recovery operation. These overarching objectives provide guidance for the execution of specific actions that should be accomplished before and after a disaster.

5.1 Pre-Disaster Objectives

This section describes the key pre-disaster objectives for the [Insert Jurisdiction Name] recovery organization.

- Establish a recovery planning committee, identify critical community stakeholders, maintain pre-disaster coordination, and enhance relationships with the whole community.
- Streamline and coordinate regulatory and statutory approvals and permitting processes for recovery.
- Inventory critical infrastructure and resources and assess capabilities and gaps.
- Assess potential issues with recovery contracting and resource procurement.
- Establish, maintain, and enhance continuity capabilities.
- Train on and exercise recovery operations.
- Look for opportunities to mitigate against risk and build resilience.
- Train on current requirements, procedures, timelines, and benefits of the FEMA Individual and Public Assistance Programs.

5.2 Post-Disaster Objectives

This section describes the key post-disaster objectives for the [Insert Jurisdiction Name] recovery organization.

- Notify staff and mobilize agencies to activate the recovery organization.
- Identify additional or extraordinary funding needs.
- Conduct damage assessments and project associated long-term impacts

- Coordinate with NGOs serving the community to identify unmet needs.
- Provide updates to the community regarding recovery timelines, recovery priorities, and avenues for assistance.
- Identify constraints or issues that may impede recovery progress.
- Facilitate the implementation of private insurance and the identification and implementation of State and Federal assistance programs.
- Organize and prioritize assistance so that it can be effectively used and waste is minimized.

Appendix A: Acronyms

This page intentionally left blank

Acronyms

CBO	community-based organization
CDBG	Community Development Block Grant
DRF	Disaster Recovery Framework
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERP	Emergency Response Plan
ESF	Emergency Support Function
FBO	faith-based organization
FEMA	Federal Emergency Management Agency
HUD	U.S. Housing and Urban Development
LDRM	Local Disaster Recovery Manager
LTRO	Long-Term Recovery Organization
NDRF	National Disaster Recovery Framework
NGO	nongovernmental organization
NIMS	National Incident Management System
NRF	National Response Framework
RSF	Recovery Support Function
SEMS	Standardized Emergency Management System

This page intentionally left blank

Appendix B: Figures

This page intentionally left blank

Figure Number and Title

Page

Figure 1-1. Recovery Phases

3

This page intentionally left blank

[Insert Jurisdiction Name]

Recovery Support Function Guide

April 2015

This page intentionally left blank

Record of Changes

Change No.	Copy No.	Date Entered	Posted By

This page intentionally left blank

How to Use this Template

This document is a template for the purpose of assisting Local Governments to develop their own Recovery Support Functions. The template offers assistance to the recovery planner by providing an outline with generally applicable information and guidance for populating and expanding the template into full annexes.

Words or phrases in black font represent information that may be left unmodified, and words or phrases bracketed in [blue font] indicate where information tailored to the specific Local Government should be developed and inserted. Although the words and phrases in black font may be left unmodified, they may also be altered, and entire sections may be rearranged, removed or expanded to fit the needs of the Local Government.

When completing the RSFs, the Local Government should adhere to the principles defined in the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the National Disaster Recovery Framework (NDRF), and any applicable local plans and policies, such as the Local Government's Emergency Operations Plan (EOP).

The recommended process for populating both the DRF and RSF Guide Templates is described below.

Form a Collaborative Planning Team – The first step in populating these templates is to form a collaborative team to undertake recovery planning for the jurisdiction. The team should involve key personnel within the jurisdiction with knowledge of and specific roles in recovery. It is recommended that jurisdictions appoint a Recovery Coordinator to lead the recovery planning effort. Periodic meetings of the team should be held to discuss, develop, and review material that will be used to populate the templates. In addition to the primary recovery team, it is also recommended that workgroups be established for each of the RSFs to conduct planning specific to those functions and to populate those sections of the RSF Guide Template.

Strategic planning meetings should be held to discuss the following: assumptions, the vision and core values of the recovery organization, recovery benchmarks, organizing for recovery, and pre- and post-disaster objectives.

Preparation, Review, and Approval – The jurisdiction should determine which agency would be responsible for populating the DRF and RSF Guide Templates. The agency will make the necessary modifications to the documents creating draft products for review and approval by the designated authority in that jurisdiction.

Implementation and Maintenance – The same agency selected to prepare the DRF and RSF Guide, will typically also be responsible for maintaining them. The

agency should present the documents to agencies with roles and responsibilities in recovery and to key stakeholder groups so that everyone understands the jurisdiction's approach to recovery.

[After the templates are populated, this section should be deleted.]

Table of Contents

1. Introduction.....	1
1.1 Recovery Support Functions	1
1.2 Purpose.....	1
1.3 Applicability	2
2. Community Planning and Capacity Building	3
2.1 RSF Scope	3
2.2 RSF Purpose.....	3
2.3 RSF Desired Outcomes	4
2.4 RSF Leadership	4
2.4.1 Coordinating Agency.....	5
2.4.2 Primary Agency.....	5
2.4.3 Supporting Agencies.....	5
2.5 Pre-Disaster Actions.....	6
2.6 Post-Disaster Actions	7
2.7 Potential Issues or Constraints.....	8
2.8 Resources	9
3. Economic	11
3.1 RSF Scope	11
3.2 RSF Purpose.....	11
3.3 RSF Desired Outcomes	11
3.4 RSF Leadership	12
3.4.1 Coordinating Agency.....	12
3.4.2 Primary Agency.....	12
3.4.3 Supporting Agencies.....	12
3.5 Pre-Disaster Actions.....	13
3.6 Post-Disaster Actions	14
3.7 Issues or Constraints.....	15
3.8 Resources	15
4. Housing	17
4.1 RSF Scope	17
4.2 RSF Purpose.....	17
4.3 RSF Desired Outcomes	17
4.4 RSF Leadership	18
4.4.1 Coordinating Agency.....	18
4.4.2 Primary Agency.....	18
4.4.3 Supporting Agencies.....	18
4.5 Pre-Disaster Actions.....	19
4.6 Post-Disaster Actions	20

4.7	Issues or Constraints.....	20
4.8	Resources	21
5.	Infrastructure Systems	23
5.1	RSF Scope	23
5.2	RSF Purpose.....	23
5.3	RSF Desired Outcomes	23
5.4	RSF Leadership	24
5.4.1	Coordinating Agency.....	24
5.4.2	Primary Agency.....	24
5.4.3	Supporting Agencies.....	24
5.5	Pre-Disaster Actions.....	25
5.6	Post-Disaster Actions	26
5.7	Issues or Constraints.....	27
5.8	Resources	27
6.	Natural and Cultural Resources.....	29
6.1	RSF Scope	29
6.2	RSF Purpose.....	29
6.3	RSF Desired Outcomes	29
6.4	RSF Leadership	30
6.4.1	Coordinating Agency.....	30
6.4.2	Primary Agency.....	30
6.4.3	Supporting Agencies.....	30
6.5	Pre-Disaster Actions.....	31
6.6	Post-Disaster Actions	32
6.7	Issues or Constraints.....	32
6.8	Resources	33
7.	Health and Social Services.....	35
7.1	RSF Scope	35
7.2	RSF Purpose.....	35
7.3	RSF Desired Outcomes	35
7.4	RSF Leadership	36
7.4.1	Coordinating Agency.....	36
7.4.2	Primary Agency.....	36
7.4.3	Supporting Agencies.....	36
7.5	Pre-Disaster Actions.....	37
7.6	Post-Disaster Actions	38
7.7	Issues or Constraints.....	38
7.8	Resources	39
	Acronyms	A-1

1. Introduction

The [Insert Jurisdiction Name] Recovery Support Function (RSF) Guide describes the concepts and principles applicable to key recovery functions. The RSFs identified in this template are consistent with those identified in the National Disaster Recovery Framework (NDRF). Maintaining consistency with the NDRF is important because such consistency gives the user of this guide confidence that the structures will be compatible with Federal guidelines and support structures. Similar to those at the Federal level, the RSFs can be activated at the Local Government level to coordinate certain functional aspects of the recovery.

The sections that follow describe the purpose and scope of the guide.

1.1 Recovery Support Functions

The [Insert Jurisdiction Name] has established the following RSFs to coordinate recovery activities: [This template only addresses those RSFs defined by the NDRF. Each Local Government can choose to use these RSFs, create additional RSFs, or remove or rename them. If the Local Government wishes to add one or more RSFs, it can use the outline and structure contained within this template as a guide].

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

1.2 Purpose

The [Insert Jurisdiction Name] Recovery Support Function Guide (RSF Guide) is a companion document to be used with the [Insert Jurisdiction Name] Disaster Recovery Framework. Combined, these documents provide a description of the [Insert Jurisdiction Name] recovery program.

Specifically, the RSF Guide provides a description of how the [Insert Jurisdiction Name] plans to organize agencies and community partners with roles in recovery by function to foster communication and coordination to effectively address post-disaster recovery issues.

1.3 **Applicability**

Aligned with the [Insert Jurisdiction Name] Disaster Recovery Framework, the RSF Guide applies when the recovery organization is activated by [Insert agency name or position title with activation authority] to manage recovery efforts resulting from an incident, when local, State, and Federal emergency proclamations and declarations are made and recovery operations are expected to be long-term and complex.

2. Community Planning and Capacity Building

The following sections provide a description of the Community Planning and Capacity Building RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and potential issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the RSF.

2.1 RSF Scope

[The Local Government should use this section to describe what the Community Planning and Capacity Building RSF entails for its jurisdiction. Sample scope language follows.]

The scope of the Community Planning and Capacity Building RSF is to plan, manage, and implement disaster recovery activities to support and build the recovery capacities and community planning resources for the [Insert Jurisdiction Name] in managing disaster incidents. This RSF also works to integrate assistance from private businesses, nongovernmental organizations (NGOs), State and Federal government agencies to achieve these ends.

2.2 RSF Purpose

[The Local Government should use this section to describe the purpose of the RSF. Although the purpose of each RSF is generally the same, the Local Government can choose to alter its purpose by expanding or narrowing roles. The purpose should remain consistent with the scope defined above. Sample purpose language follows.]

The purpose of the Community Planning and Capacity Building RSF is to coordinate the development and/or execution of recovery plans and policies to guide short-, intermediate, and long-term recovery efforts.

[The timing and content of recovery plans varies among jurisdictions. Some plans are prepared ahead of disaster and some are prepared following a disaster. Some plans focus on operations, others on policy, and others yet on specific recovery programs and projects. It is recommended that recovery operations plans be developed ahead of disaster to define in greater detail the organizational structure, management and decision framework, and roles and responsibilities for post-disaster recovery operations. Policy plans can also be developed in advance of a disaster laying out managerial structures as well as general policies regarding issues that communities will face regardless of the specific disaster pattern and impacts. Those issues can include policies for hazard mitigation, adjustments in land use policy and priorities, and policies and procedures for funding of recovery activities.]

Plans developed post-disaster tend to be more specific to the known consequences of a specific disaster incident and with greater emphasis on physical planning and the definition of specific recovery strategies, programs and projects. The RSF should address the general timing and types of plans that could be developed as part of the community's recovery program.]

This RSF unifies and coordinates expertise to leverage resources received through local, State, and Federal sources to plan, manage, and implement recovery. This RSF establishes a pre- and post-disaster system of support for the community. This RSF also emphasizes hazard mitigation, capacity building, continuity planning throughout recovery planning and implementation. In addition, the RSF serves as a forum for helping to integrate NGO and private-sector resources into public-sector recovery planning processes.

2.3 RSF Desired Outcomes

The Community Planning and Capacity Building RSF seeks to achieve the following outcomes: [The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.]

- Enhanced interagency coordination of resources, requirements, and support for building community capacity and community recovery planning.
- Local control of recovery operations, increased community self-reliance and adaptability.
- The integration of hazard mitigation and risk reduction opportunities into all major decisions and reinvestments during the recovery process.
- Improved planning processes that ensure a more effective and efficient use of local, State, Federal, NGO, and private-sector funds.
- More effective decision-making and management that helps reduce the recovery timeline and improve specific recovery outcomes.
- The integration of socioeconomic, demographic, risk assessment, vulnerable population, and other important information into recovery planning and decision-making activities.
- Increased community-wide support and understanding of sustainability and resiliency principles applicable to the opportunities presented during disaster recovery.

2.4 RSF Leadership

The following agencies may be asked to lead or support the Community Planning and Capacity Building RSF.

2.4.1 Coordinating Agency

[Insert Agency Name] is the designated coordinating agency for the Community Planning and Capacity Building RSF. The [Insert Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [The Office of the Chief Administrator is a common choice for the Coordinating Agency for the Community Planning and Capacity Building RSF].

2.4.2 Primary Agency

[Insert Agency Name] is the designated primary agency for the Community Planning and Capacity Building RSF. The [Insert Agency Name] orchestrates support and executes actions to accomplish the mission of the Community Planning and Capacity Building RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. The Planning Department is a good candidate for this role].

2.4.3 Supporting Agencies

The following organizations provide support to the [Insert Primary Agency Name] to accomplish the mission of the Community Planning and Capacity Building RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]

[Recommended agencies to support the Community Planning and Capacity Building RSF are listed below].

- Comptroller's Office
- Budget and Management
- Information Technology
- Human and/or Social Services
- Parks and Recreation
- School Districts
- Public Works
- Public Library

- NGOs
- Chamber of Commerce
- Police

2.5 Pre-Disaster Actions

The Community Planning and Capacity Building RSF may undertake the following actions before a disaster occurs: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional desired actions.]

- Coordinate preparedness planning and technical assistance support to communities and support the development of effective pre-disaster recovery plans and policies that guide the full range of recovery efforts: short-term, intermediate, and long-term, and ensure all affected populations are included.
- Incorporate planning for the transition from response to recovery into preparedness and operational plans.
- Develop local recovery ordinances establishing a recovery organization, authorizing the preparation of recovery plans, and granting emergency powers for staff actions which can ensure timely and expeditious post-disaster recovery, and amending necessary section of the [Insert City or County Charter/Municipal Code].
- To facilitate an effective recovery process, coordinate resolution of outstanding program and policy issues identified in the after-action review and other evaluations that present ongoing barriers or challenges for effective support for local community planning and capacity.
- Develop multidisciplinary recovery tools and best practices.
- Promote resiliency measures and enhance coordination of programs that build local leadership capacity, community member involvement, partnerships, and education on disaster preparedness for recovery.
- Identify and leverage programs that assist communities to prepare, collect, and analyze the existing and future data necessary to plan and manage complex disaster recovery efforts.
- Assess the governance and implementation capacities of Primary and Support Agencies and staff.
- Identify community health benchmarks and restoration priorities that will help to restore a healthy, functioning community that can sustain itself over time.

- Unify and coordinate expertise of stakeholders in continuity, recovery, and assistance programs from government, NGO, and private sectors via interdisciplinary, interagency workgroups.
- Integrate mitigation, recovery, and other pre-disaster plans and activities into existing local planning and development activities, such as comprehensive plans, land use plans, economic development plans, affordable housing plans, zoning ordinances, and other development regulations.
- Develop multidisciplinary recovery tools and best practices.
- Coordinate educational and cross-training opportunities for key participants and stakeholders in community recovery planning and capacity support, including, but not limited to, local agency representatives and nonprofit and private-sector partners.
- Develop pre-disaster partnerships with others to facilitate recovery capacity-building activities and to expand resources available to local communities after a disaster for planning and decision-making after a disaster.

2.6 Post-Disaster Actions

The Community Planning and Capacity Building RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Activate the RSF and notify lead and supporting departments and agencies.
- Adopt the local recovery ordinance and other authorizing legislation as needed.
- Maintain robust and accessible communications throughout the recovery process with stakeholders and partners to ensure ongoing dialogue and information sharing.
- Consider the range and significance of the disaster's effects on local communities. Identify long-term recovery issues through the conduct of community meetings, meetings with stakeholders, and the review of existing plans.
- Determine the need for additional policies and plans to address long-term recovery needs. Establish the vision, goals, and objectives for community recovery.
- Establish a public information campaign and communications plan.

- Coordinate the integration of recovery planning assistance resources to support recovery capacity for management, financial management, hazard mitigation and risk assessment, damage assessment, building inspection, and permitting.
- Work with the Federal assistance counterparts to identify and track resolution of gaps and conflicts in the Federal planning requirements and assistance programs as well as the programs that support and build community capacity and surge needs for recovery management.
- In coordination with State, Federal, NGO, and private business representatives, verify local voluntary committees and NGOs have been established to manage local unmet needs, and individual and family assistance needs.
- Identify and integrate the consideration of all affected stakeholders, including people with disabilities and others with access and functional needs, into the public-sector recovery plans and decision-making process.
- Identify, evaluate, and prioritize community recovery projects.
- Capture after-action recommendations and lessons learned.

2.7 Potential Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of the Community Planning and Capacity Building RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added.]

- Lack of understanding of who is in charge
- Lack of an objective system for prioritizing recovery resources
- Lack of transparency and accountability for how financial resources are received and distributed
- Obtaining public involvement and maintaining transparency in decision-making
- Shortfalls in equipment and staff resources
- The burden that existing policies and regulations pose to efficiency and cost
- Impacts due to revenue loss

2.8 Resources

The following resources may be useful for the Community Planning and Capacity Building RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the areas under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- American Planning Association (2014), *Planning for Post-Disaster Recovery: Next Generation*, Planning Advisory Service Report 576, https://www.planning.org/pas/reports/pdf/PAS_576.pdf
- American Planning Association (2014), Model Recovery Ordinance for Local Governments, <https://www.planning.org/research/postdisaster/pdf/modelrecoveryordinance.pdf>.
- National Voluntary Organization Active in Disasters (2012), *Long Term Recovery Guide*, http://www.nvoad.org/wp-content/uploads/2014/05/long_term_recovery_guide_-_final_2012.pdf

This page intentionally left blank

3. Economic

The following sections provide a description of the Economic RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and potential issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the functional area.

3.1 RSF Scope

The scope of the Economic RSF is to integrate the expertise and resources of local and outside assistance, including that of the Federal government and the private sector, to sustain or rebuild businesses and employment and develop the economic opportunities that can lead to the creation of a sustainable and economically resilient community after a large-scale and catastrophic incident.

3.2 RSF Purpose

The purpose of the Economic RSF is to work closely with the local public, private, and nonprofit sectors to sustain or rebuild local businesses in an effort to maintain and expand employment opportunities. This RSF involves the coordination of long-term economic recovery efforts with the Federal government and State government.

The Economic RSF also involves leveraging Federal and State resources, information, and leadership to attract outside private-sector investment. In addition, this RSF involves coordinating the use of State and Federal recovery programs and integrating them with private-sector efforts, including those of NGO and private volunteer organizations, non-profits, investment capital firms, and the banking industry.

3.3 RSF Desired Outcomes

The Economic RSF seeks to achieve the following outcomes: [\[The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.\]](#)

- The establishment of workforce development initiatives and the creation and retention of jobs without discrimination on the basis of race, color, national origin, religion, sex, age, or disability.
- The establishment of entrepreneurial and business development initiatives.
- The creation of community-wide economic development plans with broad stakeholder input that considers economic recovery and resiliency.
- The development of strategies for quickly adapting to changed market conditions, reopening businesses, and/or establishing new businesses.

- The development of business initiatives to employ workers and generate revenue.
- The development of management plans to ensure the most effective use of outside funds.
- Private- and public-sector actors are provided with the information they need to make informed decisions about recovery.

3.4 RSF Leadership

The following agencies may be asked to lead or support the Economic RSF.

3.4.1 Coordinating Agency

[Insert Agency Name] is the designated coordinating agency for the Economic RSF. The [Insert Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [Agencies that are often selected as Coordinating Agencies for the Economic RSF are: Chief Administrators Office and the Office of Emergency Services].

3.4.2 Primary Agency

[Insert Agency Name] is the designated primary agency for the Economic RSF. The [Insert Agency Name] orchestrates support and executes actions to accomplish the mission of the Economic RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. The Economic Development Department is a good candidate for this role].

3.4.3 Supporting Agencies

The following organizations provide support to the [Insert Primary Agency Name] to accomplish the mission of the Economic RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]

[Recommended agencies to support the Economic RSF are listed below].

- Office of the Chief Administrator
- Budget and Management

- [Planning](#)
- [Public Works](#)
- [Human and/or Social Services](#)
- [Public Library](#)
- [Information Technology](#)
- [NGOs](#)
- [Business Associations](#)
- [Consortium of lenders](#)

3.5 Pre-Disaster Actions

The Economic RSF should consider taking the following actions before a disaster occurs: [\[The following bulleted actions are examples. They can be modified, deleted, and/or augmented with additional desired actions.\]](#)

- Identify statutory, regulatory, and policy issues that contribute to gaps, inconsistencies, and unmet needs in economic recovery.
- Promote community and economic development planning in disaster recovery; encourage and facilitate this planning through all local agencies.
- Incorporate planning for transitioning from response to recovery into preparedness and operational plans.
- Review hazard mitigation plans and leverage mitigation efforts to create strong communities resilient to disasters.
- Work to implement disaster-resistant building codes and incentivize commercial building owners, businesses and individuals to undertake pre-disaster mitigation and preparedness activities.
- Wherever appropriate, seek to promulgate resiliency policies and practices in agency programs and stakeholder operations.
- Encourage the establishment of disaster information networks for local commercial building owners and businesses.
- Consider planning for the establishment and operation of information and employment assistance centers.
- Collect, store, and protect data concerning the current condition of the local economy and update the data annually.

- Understand what data the Federal Emergency Management Agency (FEMA), State, and private-sector assistance programs will require for building owners and survivors to obtain recovery assistance.
- Develop a list of anticipated post-disaster recovery projects, including mitigation projects.
- Review existing policies and procedures for budget expenditures and project approvals and propose procedures to expedite these processes after the disaster.
- Conduct disaster recovery exercises to enhance skills and develop needed expertise.

3.6 Post-Disaster Actions

The Economic RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Activate the RSF and notify lead and supporting departments and agencies.
- Apply and integrate pre-disaster plans to effectively leverage outside resources and available programs to meet local community recovery needs while aggressively integrating with the private sector to facilitate early and productive engagement.
- Develop an interagency action plan to ensure the coordinated action of all departments, stakeholders, and supporting entities in the support of local communities.
- Conduct damage and needs assessments throughout the recovery phases.
- Incorporate mitigation measures into redevelopment plans after a disaster to rebuild a stronger community and minimize future risk.
- Build on the relationships developed during pre-disaster planning. Work closely with local community representatives during disaster recovery to offer technical assistance and information related to economic development.
- Maintain robust and accessible communications throughout the recovery process with stakeholders and partners to ensure ongoing dialogue and information sharing.
- Establish a small business assistance center or a business recovery center.
- Establish a private-sector liaison to support the recovery of commercial and industrial centers as well as critical businesses.

- Review and implement new post-disaster budget and project approval processes.

3.7 Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of the Economic RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added]

- Damage or disruption to banking services.
- Legislative requirements that limit future growth opportunities.
- Failure to recognize post-disaster opportunities to rebuild the community.
- Failure to include business restoration and new business development in recovery planning.
- Failure of some businesses to conduct business continuity planning.
- Failure to establish an objective means by which to prioritize the funding of recovery projects and/or community assistance.
- Lack of sufficient and convenient housing for the recovery workforce.
- Loss of tax-based revenue and fee-generating government operations.

3.8 Resources

The following resources may be useful for the Economic RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- U.S. Economic Development Administration, Post-Disaster Recovery Resources, <http://www.eda.gov/about/disaster-recovery.htm>
- International Economic Development Council (IEDC), 2014. Leadership in Times of Crisis: A Toolkit for Economic Recovery and Resiliency, <http://restoreyoureconomy.org/disaster-recovery-toolkit/>

This page intentionally left blank

4. Housing

The following sections provide a description of the Housing RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and potential issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the functional area.

4.1 RSF Scope

The scope of the Housing RSF addresses pre- and post-disaster housing issues and coordinates and facilitates the integration of outside resources and activities to rehabilitate and reconstruct destroyed and damaged housing, and develop other new accessible, permanent housing options. The scope addresses long-term recovery issues, specifically the restoration and transition from interim housing solutions to permanent housing solutions.

4.2 RSF Purpose

The purpose of the Housing RSF is to coordinate the implementation of housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

The Housing RSF, through its lead and supporting agencies, works toward addressing disaster housing issues before the disaster, focusing on solutions that are implementable, sustainable, and resilient. Coordinating with the Federal government and State government, private businesses, and NGOs, the Housing RSF integrates available housing-related resources, addresses conflicting policy and program issues, and identifies gaps in the delivery of services and assistance.

4.3 RSF Desired Outcomes

The Housing RSF seeks to achieve the following outcomes: [\[The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.\]](#)

- The identification of available interim and permanent housing resources that address the unmet housing needs of local communities.
- Planning for current and post-disaster housing requirements that integrate into local land use plans, building code regulations, and other key community policies.
- The identification of local programs, industry, and construction options to address post-disaster housing needs.
- The dissemination and sharing of research results related to disaster recovery housing.

- The sharing of local knowledge and expertise with State-coordinated housing task forces to address disaster housing issues.
- The facilitation of pre- and post-disaster interaction and problem solving among agencies and stakeholders with a focus on reconstructing permanent housing, including affordable and accessible housing that incorporates resilience, sustainability, and mitigation concepts.
- The facilitation of timely construction of housing that complies with national, State, and local building codes, including accessibility standards.

4.4 RSF Leadership

The following agencies may be asked to lead or support the Housing RSF.

4.4.1 Coordinating Agency

[Insert Agency Name] is the designated coordinating agency for the Housing RSF. The [Insert Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [Agencies that are often selected as Coordinating Agencies for the Housing RSF are: Chief Administrators Office and the Office of Emergency Services].

4.4.2 Primary Agency

[Insert Agency Name] is the designated primary agency for the Housing RSF. The [Insert Agency Name] orchestrates support and executes actions to accomplish the mission of the Housing RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. The Housing and Community Development Department is a good candidate for this role].

4.4.3 Supporting Agencies

The following organizations provide support to the [Insert Primary Agency Name] to accomplish the mission of the Housing RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]

[Recommended agencies to support the Housing RSF are listed below].

- Office of the Chief Administrator

- Local Housing Authority
- Rent Board
- Planning
- Public Works
- Attorney's Office
- Board of Realtors
- Local Utilities
- Housing/Rental Associations
- NGOs
- Human and/or Social Services
- Public Library
- NGOs

4.5 Pre-Disaster Actions

The Housing RSF should consider taking the following actions before a disaster occurs: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional desired actions.].

- Coordinate with the State-Coordinated Housing Task Force.
- Incorporate planning for the transition from response to recovery into preparedness and operational plans.
- Identify strategies and options that address a broad range of disaster housing issues, such as those dealing with planning, zoning, design, production, logistics, codes, and financing.
- Build accessibility, resilience, sustainability, and mitigation measures into identified housing recovery strategies.
- Collect, store, and protect data concerning the current condition of the housing infrastructure (residential, condos, apartments, affordable housing, etc.); update the data annually.
- Understand what housing data FEMA, the United States Department of Housing and Urban Development Community Development Block Grant Program (HUD-CDBG), State, and private-sector assistance programs will require to obtain recovery housing assistance.

- Identify the housing rules and regulations that may impact rebuilding after the disaster and prepare draft legislative language to suspend these rules and regulations after the disaster should it be desired or required to do so.
- Develop a long-term housing reconstruction and relocation strategy.

4.6 Post-Disaster Actions

The Housing RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Activate the Housing RSF and notify lead and supporting departments and agencies.
- Conduct community housing damage and needs assessment.
- Coordinate and integrate Federal and State housing-related resources to address local community housing disaster recovery needs.
- Facilitate rapid and appropriate decisions regarding land use and housing locations in the community.
- Identify unnecessary roadblocks and coordinate the resolution of conflicting policy and program issues.
- Maintain robust and accessible communications with stakeholders and partners throughout the recovery process to ensure ongoing dialogue and information sharing.
- Establish system for tracking met and unmet housing needs in the community.
- Provide public information related to housing.
- Monitor housing insurance and repair issues.

4.7 Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of the Housing RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added.]

- Inability to identify adequate and suitable interim and long-term housing reasonably close to employment centers.
- Negative public reaction to interim housing solutions.

- Lack of adequate locations at which to establish interim and long-term housing.
- Limitations on insurance or government-funded assistance for reconstruction and repairs.
- Rigid policies that determine that minor to moderately damaged housing is unsafe for habitation.
- Housing alternatives are not prepared for people with disabilities and others with access and functional needs.

4.8 Resources

The following resources may be useful for the Housing RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- FEMA, National Disaster Housing Strategy and Resource Center, <https://www.fema.gov/national-disaster-housing-strategy-resource-center>

This page intentionally left blank

5. Infrastructure Systems

The following sections provide a description of the Infrastructure Systems RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the functional area.

5.1 RSF Scope

The scope of the Infrastructure Systems RSF includes the following infrastructure sectors and subsectors: energy, water, dams, communications, transportation systems, agriculture (food production and delivery), government facilities, utilities, sanitation, engineering, flood control, and other systems that directly support the physical infrastructure of the community. This RSF also covers physical facilities that support essential services, such as public safety, emergency services, and public recreation.

5.2 RSF Purpose

The purpose of the Infrastructure Systems RSF is to facilitate the integration of outside resources in support of local and other infrastructure owners and operators in their efforts to achieve their recovery and restoration goals relating to the public engineering of the infrastructure systems in the area over which [[Insert Jurisdiction Name](#)] has jurisdiction.

This RSF coordinates the efficient restoration of infrastructure systems and services to support a viable, sustainable community, to improve its resilience, and to protect it from future hazards. The Infrastructure Systems RSF promotes a holistic approach to disaster recovery coordination, support, planning, and implementation for infrastructure systems that serve local communities.

The Infrastructure Systems RSF focuses on public engineering services that can reduce risks from disasters and expedite recovery. The efforts of this RSF involve government and private-sector partners with expertise in public engineering services, as appropriate.

5.3 RSF Desired Outcomes

The Infrastructure Systems RSF seeks to achieve the following outcomes: [[The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.](#)]

- The incorporation of resilience, sustainability, and mitigation as part of the design for infrastructure systems and as part of the community's capital planning process.

- The full recovery of infrastructure systems in a timely and efficient manner to minimize the impact of service disruptions (The owners of private-sector critical infrastructure have the incentive and the means to support a unified community recovery effort.)
- The adequate matching of the capacity of all infrastructure systems to the community's current and projected demand on its built and virtual environment.

5.4 RSF Leadership

The following agencies may be asked to lead or support the Infrastructure Systems RSF.

5.4.1 Coordinating Agency

[Insert Agency Name] is the designated coordinating agency for the Infrastructure Systems RSF. The [Insert Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [Agencies that are often selected as Coordinating Agencies for the Infrastructure Systems RSF are: Chief Administrators Office and the Office of Emergency Services].

5.4.2 Primary Agency

[Insert Agency Name] is the designated primary agency for the Infrastructure Systems RSF. The [Insert Agency Name] orchestrates support and executes actions to accomplish the mission of the Infrastructure Systems RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. The Public Works Department is a good candidate for this role].

5.4.3 Supporting Agencies

The following organizations provide support to the [Insert Primary Agency Name] to accomplish the mission of the Infrastructure Systems RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]
- [Insert Agency Name]

[Recommended agencies to support the Infrastructure Systems RSF are listed below].

- Office of the Chief Administrator
- Parks and Recreation
- Risk Management
- Transportation agencies – local and regional
- Fire Department
- Local Utilities
- Budget and Management
- Planning
- Public Works
- Public Library
- Information Technology

5.5 Pre-Disaster Actions

The Infrastructure Systems RSF should consider taking the following actions before a disaster occurs: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Develop guidance and standard procedures for rapid activation of RSF capabilities to support community recovery.
- Incorporate planning for the transition from response to recovery into preparedness and operational plans.
- Identify relevant statutory or regulatory programs, potential capabilities, and/or limiting factors pertaining to recovery support for infrastructure systems.
- Provide a forum for interagency coordination, information sharing, and exchange of effective practices.
- Support planning, preparedness, education, training, and outreach efforts to enhance capabilities for recovery.
- Work with partners to identify critical facilities and ensure considerations are made to reduce risk to these facilities both before and after a disaster.
- Collect, store, and protect data concerning the current condition of community infrastructure (utilities, schools, public buildings, etc.) and update the data annually.

- Encourage entities with the role of maintaining critical infrastructure to maintain accurate hazard risk and vulnerability assessment information.
- Identify and establish agreements with infrastructure recovery contractors (engineering, construction, providers of supplies and materials, etc.)
- Understand what data FEMA, State, and private-sector assistance programs will require to obtain recovery assistance.

5.6 Post-Disaster Actions

The Infrastructure Systems RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They can be modified, deleted, and/or augmented with additional actions.]

- Activate the RSF and notify lead and supporting departments and agencies.
- Support the recovery of infrastructure systems, depending on the nature and scope of the disaster and the specific authorities and programs within the jurisdiction of the participating departments and agencies.
- Coordinate damage and community needs assessments as appropriate to ensure that infrastructure considerations are integrated into the post-disaster public- and private-sector community planning process.
- Develop an Infrastructure Systems Recovery Action Plan that:
 - Avoids the redundant, counterproductive, or unauthorized use of limited capital resources necessary for infrastructure/recovery.
 - Helps resolve conflicts, including those across jurisdictional lines, resulting from the competition for key resources essential to infrastructure systems recovery.
 - Sets a firm schedule and sequenced time structure for future infrastructure recovery projects.
 - Leverages available financial and technical assistance, both from governmental and NGO sources.
 - Promotes rebuilding infrastructure in a manner that will reduce vulnerability to future disasters.
- Identify potential Hazard Mitigation Grant Program (HMGP) projects and begin data collection and application processes.
- Maintain robust and accessible communications with stakeholders and partners throughout the recovery process to ensure ongoing dialogue and information sharing.

- Coordinate with Federal and State government agencies to facilitate the recovery of infrastructure systems.

5.7 Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of Infrastructure Systems RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added.]

- Inconsistent relationships between government and the owners and maintainers of the infrastructure systems.
- Lack of understanding of challenges and operational constraints facing utilities.
- The interdependency of critical lifelines.
- Lack of pre-identified contractors that can be activated to help rebuild damaged infrastructure.
- The confidentiality of some damage assessment and restoration information and the unwillingness of owners to share that information.

5.8 Resources

The following resources may be useful for the Infrastructure Systems RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the areas under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- U.S. Department of Homeland Security, National Infrastructure Protection Plan (2013) and Resources, <http://www.dhs.gov/national-infrastructure-protection-plan>

This page intentionally left blank

6. Natural and Cultural Resources

The following sections provide a description of the Natural and Cultural Resources RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the functional area.

6.1 RSF Scope

The scope of the Natural and Cultural Resources RSF is to coordinate and integrate assets and capabilities to help the community address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents.

6.2 RSF Purpose

The purpose of the Natural and Cultural Resources RSF is to protect natural and cultural resources and historic properties through the coordination of appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore these resources consistent with post-disaster community priorities and in compliance with the laws concerning environmental and cultural resources.

The Natural and Cultural Resources RSF involves the coordination of “the whole community” working together to provide information and assistance to those in the community seeking to preserve, protect, conserve, rehabilitate, recover, and restore natural and cultural resources during recovery.

6.3 RSF Desired Outcomes

The Natural and Cultural Resources RSF seeks to achieve the following outcomes: [The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.]

- Successful integration of considerations related to the management and protection of natural and cultural resources and historic property resources, community sustainability, and compliance with environmental planning and historic preservation requirements into recovery efforts.
- Preparation to address post-disaster natural and cultural resource recovery needs.
- Effective coordination of programs to support disaster recovery, technical assistance and capabilities, and data sharing.
- Development of the natural and cultural resource assessments and studies needed after the disaster, including proposed solutions to environmental and historic preservation policy and process impediments.

- Minimization of the loss of historic buildings and resources.

6.4 RSF Leadership

The following agencies may be asked to lead or support the Natural and Cultural Resources RSF.

6.4.1 Coordinating Agency

[Agency Name] is the designated coordinating agency for the Natural and Cultural Resources RSF. The [Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [Agencies that are often selected as Coordinating Agencies for the Natural and Cultural Resources RSF are: Chief Administrators Office and the Office of Emergency Services].

6.4.2 Primary Agency

[Agency Name] is the designated primary agency for the Natural and Cultural Resources RSF. The [Agency Name] orchestrates support and executes actions to accomplish the mission of the Natural and Cultural Resources RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. The Planning Department is a good candidate for Primary Agency of the Cultural and Natural Resources RSF. Some jurisdictions have made the decision to split this RSF into two separate RSFs, one for Cultural Resources and one for Natural Resources.].

6.4.3 Supporting Agencies

The following organizations provide support to the [Primary Agency Name] to accomplish the mission of the Natural and Cultural Resources RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Agency Name]
- [Agency Name]
- [Agency Name]
- [Agency Name]

[Recommended agencies to support the Cultural and Natural Resources RSF are listed below].

- Office of the Chief Administrator
- Planning
- Public Works

- Public Library
- Local Museums
- Historical Societies
- Parks and Recreation
- *Additional agencies, partners, or programs with expertise including natural resource issue identification, assessment, and management; natural resource planning; environmental planning and compliance; and community sustainability*

6.5 Pre-Disaster Actions

The Natural and Cultural Resources RSF should consider taking the following actions before a disaster occurs: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Identify relevant programs and incentives that have a role in supporting the preservation, protection, conservation, rehabilitation, recovery, and restoration of natural and cultural resources during recovery.
- Incorporate planning for the transition from response to recovery into preparedness and operational plans.
- Develop a pre-disaster Natural and Cultural Resources RSF Action Plan to identify and communicate priority actions.
- Work with private nonprofits and other NGOs to involve them in natural and cultural resources recovery planning.
- Promote the inclusion of natural and cultural resource recovery issues in the development of emergency response and recovery plans.
- Promote the principles of sustainable and disaster-resistant communities through the protection of natural resources such as coastal barriers and zones, floodplains, wetlands, and other natural resources critical to risk reduction.
- Assesses appropriate hazard mitigation strategies for the protection of cultural resources.
- Develop an inventory of community natural and cultural resources and update it annually.
- Understand what data FEMA, State, and private-sector assistance programs will require in order to obtain recovery assistance.

- Maintain accurate hazard risk and vulnerability assessment data for critical natural and cultural resources.
- Review rules and regulations that may impact rebuilding after a disaster and prepare draft legislative language to suspend these rules and regulations after a disaster should it be desired or required to do so.

6.6 Post-Disaster Actions

The Natural and Cultural Resources RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Activate the RSF and notify lead and supporting departments and agencies.
- Conduct damage and needs assessments on natural and cultural resources.
- Consider whether to enact emergency legislation to protect natural and cultural resources from demolition or other impacts as part of recovery-related repairs and rebuilding.
- Work to leverage outside resources and available programs to meet local community recovery needs.
- Identify opportunities to leverage natural and cultural resource protection with hazard mitigation strategies.
- Address government policy and agency program issues, gaps, and inconsistencies related to natural and cultural resource issues.
- Promote a systematic, interdisciplinary approach to understand the interdependencies and complex relationships between the natural and cultural environments.
- Maintain robust and accessible communications with stakeholders and partners throughout the recovery process to ensure ongoing dialogue and information sharing.
- Coordinate with the Federal government, State government, private businesses and NGOs to facilitate the recovery of natural and cultural resources.

6.7 Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of the Natural and Cultural Resources RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the

conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added.]

- Availability of adequately trained staff to assess and support the recovery of historic properties and other natural and cultural resources.
- Recognizing natural, cultural and historic preservation as a priority.
- Navigating Federal standards when seeking to expedite recovery, repair, or reconstruction of natural and cultural resources.
- Lack of familiarity on the part of government agencies with cultural institutions.
- Artifacts are oftentimes very costly to repair, restore, or to replace.

6.8 Resources

The following resources may be useful for the Natural and Cultural Resources RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the areas under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- FEMA Environmental and Historic Preservation, <https://www.fema.gov/environmental-historic-preservation>
- California Office of Historic Preservation, Disaster Recovery Resources, http://ohp.parks.ca.gov/?page_id=25507

This page intentionally left blank

7. Health and Social Services

The following sections provide a description of the Health and Social Services RSF that covers its scope, purpose, desired outcomes, lead and supporting agencies, pre- and post-disaster actions, and issues and constraints. The discussion also offers guidance to those agencies with responsibilities for the functional area.

7.1 RSF Scope

The scope of the Health and Social Services RSF is to support recovery efforts in the restoration of the public health, health care, and social services networks to promote the resilience, health, and well-being of affected individuals and the community. [The wording of this RSF may need to be altered more than the others depending on the jurisdiction populating this template. Typically, health-related recovery issues are led by county-level health departments. Whether the template is expanded for a city or a county, the language should reflect that authority of that role.].

7.2 RSF Purpose

The purpose of the Health and Social Services RSF is to restore and improve health and social services networks to promote the resilience, health, independence, and well-being of the whole community. The Health and Social Services RSF represents multiple agencies that coordinate their actions to support recovery efforts to address public health, health care facilities and coalitions, and essential social services needs.

7.3 RSF Desired Outcomes

The Health and Social Services RSF seeks to achieve the following outcomes: [The following bulleted desired outcomes are examples. They may be modified, deleted, and/or augmented with additional desired outcomes.]

- Restoration of the capacity and resilience of essential health and social services to meet ongoing and emerging post-disaster community needs.
- Encouragement of behavioral health systems to meet the behavioral health needs of affected individuals, response and recovery workers, and the community.
- Promotion of self-sufficiency and continuity of the health and well-being of affected individuals (particularly, the needs of children, seniors, people living with disabilities whose members may have additional functional needs, people from diverse origins, people with limited English proficiency, and underserved populations).

- Maintaining the continuity of essential health and social services, including schools.
- Reconnection of displaced populations with essential health and social services.
- Protection of the health of the population and that of response and recovery workers from the longer-term effects of a post-disaster environment.
- Promotion of clear communications and public health messaging to provide accurate, appropriate, and accessible information and to ensure that the information is developed and disseminated in multiple mediums, multi-lingual formats, and alternative formats and is age-appropriate, user-friendly, and accessible to underserved populations.

7.4 RSF Leadership

The following agencies may be asked to lead or support the Health and Social Services RSF.

7.4.1 Coordinating Agency

[Insert Agency Name] is the designated coordinating agency for the Health and Social Services RSF. The [Insert Agency Name] provides leadership, coordination, and oversight for the RSF, and ensures communication and coordination between primary and support organizations. [Agencies that are often selected as Coordinating Agencies for the Health and Social Services RSF are: Chief Administrators Office and the Office of Emergency Services].

7.4.2 Primary Agency

[Insert Agency Name] is the designated primary agency for the Health and Social Services RSF. The [Insert Agency Name] orchestrates support and executes actions to accomplish the mission of the Health and Social Services RSF: [Primary agencies have significant authorities, roles, resources or capabilities specific to the responsibilities of the RSF. A good candidate for Primary Agency of the Health and Social Services RSF is the Human Services or Social Services Department].

7.4.3 Supporting Agencies

The following organizations provide support to the [Insert Primary Agency Name] to accomplish the mission of the Health and Social Services RSF: [Supporting agencies have specific capabilities or resources that can be used to support the Coordinating and Primary Agencies].

- [Insert Agency Name]
- [Insert Agency Name]

- [Insert Agency Name]
- [Insert Agency Name]

[Recommended agencies to support the Health and Social Services RSF are listed below].

- Office of the Chief Administrator
- Local Health Department
- Local Social Services Agency
- Healthcare community: public and private
- School Districts
- Youth Services
- Animal Services
- Public Works
- Public Library
- NGOs

7.5 Pre-Disaster Actions

The Health and Social Services RSF should consider taking the following actions before a disaster occurs: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions.]

- Identify communities of at-risk populations that may require additional resources to recover.
- Incorporate planning for the transition from response to recovery into preparedness and operational plans.
- Coordinate with NGOs to improve disaster preparedness so that those organizations will be able to continue to provide services.
- Integrate NGOs into preparedness activities to educate NGOs about government disaster organizations, and vice versa.
- Plan and exercise the operation of post-disaster recovery service centers including Local Assistance Centers (LACs), Disaster Recovery Centers (DRCs), and Disaster Service Centers (DSCs).
- Develop strategies to address recovery issues for health, behavioral health, and social services (particularly, the needs of response and recovery

workers, children, seniors, people living with disabilities, and people with access and functional need.

- Promote the principles of sustainability, resilience, and mitigation into preparedness and operational plans.
- Collect, store, and protect data concerning the current status of community health and social services and update the data annually.
- Understand what data Federal, State, and private-sector assistance programs will require in order to obtain recovery assistance.
- Develop mass fatality and medical surge plans.

7.6 Post-Disaster Actions

The Health and Social Services RSF may undertake the following actions after disaster incidents: [The following bulleted actions are examples. They may be modified, deleted, and/or augmented with additional actions].

- Activate the RSF and notify lead and supporting departments and agencies.
- Maintain situational awareness to identify and mitigate potential recovery obstacles during the response phase.
- Request technical assistance in the form of impact analyses and support for recovery planning for public health, health care, and human services infrastructure.
- Establish communication and information-sharing forums for Health and Social Services RSF stakeholders with the [Insert Jurisdiction Name] and/or local communities.
- Request resources to support the recovery of health and social services.
- Develop and implement a plan to transition from Health and Social Services recovery operations back to a standard care and services environment.
- Coordinate with responsible agencies to assess the condition of food, animals, water, and air to ensure safety.
- Conduct impact analyses of public health, health care, and human services infrastructure.

7.7 Issues or Constraints

The following issues or constraints have the potential to negatively impact the effectiveness of the Health and Social Services RSF efforts: [The following list provides examples of potential issues or constraints to achieving the desired outcomes listed above. These examples should be modified and tailored to the

conditions in the area under the jurisdiction of the Local Government. The examples listed below may also be removed and new issues or constraints added.]

- Transitioning from alternate standards of care to normal standards of care.
- Lack of vital records can affect survivors being able to access services.
- Dependency of reconstruction and restoration of health care operations on successful recovery of supporting infrastructure systems.
- Many NGOs do not have continuity of operations plans, therefore following a disaster they may not be able to provide services.
- Shortfall of case management capabilities and assets.
- Locations of nursing homes and assisted living facilities in the jurisdiction and their plans for post-disaster care for their occupants may not be known.
- Separating normal government-provided social services from disaster-related social services.

7.8 Resources

The following resources may be useful for the Health and Social Services RSF efforts: [The following list provides examples of resources to help undertake the pre- and post-disaster actions identified for this RSF. These examples should be modified and tailored to the conditions in the areas under the jurisdiction of the Local Government. The examples listed below may also be removed and new resources added. It is important to test these links periodically as the links can be discontinued or modified by the provider.]

- Department of Health and Human Services (HHS) (2014), HHS Disaster Human Services Concept of Operations, <http://www.phe.gov/Preparedness/planning/abc/Documents/disasterhuman-services-conops-2014.pdf>
- Centers for Disease Control and Prevention, Coping With a Disaster or Traumatic Event, Mental Health Resources for Traumas and Disasters, <http://emergency.cdc.gov/mentalhealth/>

This page intentionally left blank

Appendix A: Acronyms

This page intentionally left blank

Acronyms

CDBG	Community Development Block Grant
DRC	Disaster Recovery Center
DSC	Disaster Service Center
FEMA	Federal Emergency Management Agency
HMGP	Hazard Mitigation Grant Program
HUD	United States Department of Housing and Urban Development
LAC	Local Assistance Center
NDRF	National Disaster Recovery Framework
NGO	nongovernmental organization
RSF	Recovery Support Function

This page intentionally left blank