

**PRESIDENTIAL POLICY DIRECTIVE/PPD-8 REFRESH  
WORKING DRAFT—NATIONAL RECOVERY FRAMEWORK  
NATIONAL ENGAGEMENT**

**MAY 11, 2015**

Attached for your review is the working draft of the National Recovery Framework, second edition. The National Disaster Recovery Framework (NDRF) establishes a common platform and forum for how the whole community builds, sustains and coordinates delivery of recovery capabilities. The structures, roles and responsibilities described in this Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event or following a disaster. Selective implementation of the NDRF allows for a scalable and deliberate delivery of specific resources and capabilities, and a level of coordination appropriate for each incident. Building on a wealth of objective and evidence-based knowledge and community experience, this Framework seeks to increase awareness of recovery capabilities across the whole community.

As part of the National Planning Frameworks National Engagement Period, this draft of the NDRF containing proposed updates is being widely distributed for review and feedback. This is a draft document and we feel it is important to seek your input at this critical juncture.

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

To ensure all feedback is properly handled, reviewers are asked to use the provided feedback submission located at <https://www.fema.gov/learn-about-presidential-policy-directive-8> to submit feedback and recommendations. Please provide any comments and recommendations, using the submission form, to [PPD8-Engagement@fema.dhs.gov](mailto:PPD8-Engagement@fema.dhs.gov) by **Wednesday, June 3, 2015 at 5:00 PM EDT**.

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

In the coming months, the FIOPs will also be refreshed to reflect the changes to the National Planning Frameworks.

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

V/R,  
National Integration Center

# Executive Summary

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The *National Disaster Recovery Framework* (NDRF) establishes a common platform and forum for how the whole community builds, sustains and coordinates delivery of recovery capabilities. **This Framework is always in effect, and elements can be implemented at any time.** The structures, roles and responsibilities described in this Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event or following a disaster. Selective implementation of the NDRF allows for a scalable and deliberate delivery of specific resources and capabilities, and a level of coordination appropriate for each incident. Building on a wealth of objective and evidence-based knowledge and community experience, this Framework seeks to increase awareness of recovery capabilities across the whole community.

Recovery encompasses more than the restoration of a community’s physical structures to its pre-disaster conditions. This Framework addresses how the nation will provide a continuum of services and resources to meet the needs of the affected community members who have experienced the hardships of financial, emotional and/or physical impacts as well as positioning the community to meet the needs of the future. The ability of a community to accelerate the recovery process begins with its efforts in pre-disaster preparedness; to include coordinating whole community partners, mitigating risks, incorporating continuity planning, identifying resources and developing capacity to effectively manage disaster recovery through collaborative and inclusive planning processes. Collaboration across the whole community provides an opportunity to integrate mitigation, resilience and sustainability into the community’s short- and long-term recovery goals.

The NDRF defines eight Recovery core capabilities; to include Planning; Public Information and Warning; Operational Coordination; Economic Recovery; Health and Social Services; Housing, Infrastructure Systems; and Natural and Cultural Resources. This Framework also describes eight principles used to guide the execution of the core capabilities and mission area activities; to include Individual and Family Empowerment; Leadership and Local Primacy; Pre-Disaster Planning; Engaged Partnerships and Inclusiveness; Unity of Effort; Timeliness and Flexibility; Resilience and Sustainability; and Psychological and Emotional Recovery.

The NDRF focuses on ensuring that the nation is able to achieve disaster recovery following any disaster regardless of size or scale, and considers the full spectrum of threats and hazards, including natural, technological/accidental, biological and adversarial/human-caused. The NDRF helps ensure that all communities can coordinate recovery efforts to address their unique needs, capabilities, demographics and governing structures. It encourages an inclusive recovery process, engaging traditional and non-traditional whole community partners, and provides a strategic and national approach to lead, manage and coordinate disaster recovery efforts while increasing the resilience of our communities.

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## 88 Introduction

89 The National Preparedness System outlines an organized process for the whole community to move  
90 forward with their preparedness activities and achieve the National Preparedness Goal. The National  
91 Preparedness System integrates efforts across the five preparedness mission areas – Prevention,  
92 Protection, Mitigation, Response, and Recovery – in order to achieve the goal of a secure and  
93 resilient Nation. The National Disaster Recovery Framework, part of the National Preparedness  
94 System, outlines the strategy and doctrine for how the whole community<sup>1</sup> builds, sustains, and  
95 coordinates delivery of Recovery core capabilities identified in the National Preparedness Goal in an  
96 integrated manner with the other mission areas. Preparing for and achieving disaster recovery is the  
97 shared responsibility of our entire nation. All levels of government, including local, state, tribal<sup>2</sup>,  
98 territorial, insular areas and Federal, the private sector and non-governmental and community  
99 organizations play vital role in strengthening our nation’s recovery capabilities. This second edition  
100 of the National Disaster Recovery Framework reflects the insights and lessons learned from real-  
101 world incidents and the implementation of the National Preparedness System. It considers the full  
102 spectrum of threats and hazards, including natural, technological/accidental, biological and  
103 adversarial/human-caused.

104 **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual  
105 act of terrorism. Within national preparedness, the term “prevention” refers to preventing  
106 imminent threats.

107 **Protection:** The capabilities necessary to secure the homeland against acts of terrorism  
108 and man-made or natural disasters.

109 **Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the  
110 impact of disasters.

111 **Response:** The capabilities necessary to save lives, protect property and the environment,  
112 and meet basic human needs after an incident has occurred.

113 **Recovery:** The capabilities necessary to assist communities affected by an incident to  
114 recover effectively.

## 115 Framework Purpose and Organization

116 The *National Disaster Recovery Framework* (NDRF) describes principles, processes and capabilities  
117 essential for all communities to more effectively manage and enable recovery following a disaster of  
118 any size or scale. This Framework defines how emergency managers, community development  
119 professionals, disaster recovery practitioners, government agencies, private sector and non-  
120 governmental organization leaders will collaborate and coordinate to more effectively utilize existing  
121 resources to promote resilience and support the recovery of those affected by a disaster. The

<sup>1</sup> Whole Community includes: all individuals including people with disabilities and others with access and functional needs, families, households, communities, the private and nonprofit sectors, faith-based organizations, and local, state, tribal, territorial and Federal governments. Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships.” The National Preparedness Goal may be found online at <http://www.fema.gov/ppd8>.

<sup>2</sup> The Federal Government recognizes that the tribal right of self-government flows from the inherent sovereignty of American Indian and Alaska Native Tribes as nations and that federally recognized tribes have a unique and direct relationship with the Federal Government.

122 National Preparedness Goal defines resilience as “the ability to adapt to changing conditions and  
123 withstand and rapidly recover from disruption due to emergencies.”

124 The NDRF advances the concept that recovery encompasses more than the restoration of a  
125 community’s physical structures to its pre-disaster conditions. Of equal importance is providing a  
126 continuum of services and resources to meet the needs of the affected community members who have  
127 experienced the hardships of financial, emotional and/or physical impacts as well as positioning the  
128 community to meet the needs of the future. In addition, the resilience and sustainability of the entire  
129 community will be enhanced by strengthening its health (including behavioral health) and human  
130 services capabilities and networks, public and private disability support and service systems, social  
131 fabric, educational system, cultural resources and economic vitality.

132 This Framework identifies scalable, flexible and adaptable coordinating platforms that align key roles  
133 and responsibilities across the whole community and depicts a process in which the impacted  
134 community fully engages and considers the needs of all its members. A key element of the process is  
135 that the impacted community assumes leadership in developing recovery priorities and activities that  
136 are realistic, well-planned and clearly communicated. The ability of a community to accelerate the  
137 recovery process begins with its efforts in pre-disaster preparedness; to include coordinating whole  
138 community partners, mitigating risks, incorporating continuity planning, identifying resources, and  
139 developing capacity to effectively manage disaster recovery and through collaborative and inclusive  
140 planning processes. These efforts result in a more resilient community with an improved ability to  
141 withstand, respond to and recover from disasters.

142 This Framework provides guidance to recovery leaders and stakeholders by:

- 143 • Identifying guiding principles;
- 144 • Outlining pre- and post-disaster roles and responsibilities for recovery stakeholders and  
145 recommending leadership roles across all levels of government;
- 146 • Describing how the whole community will build, sustain and coordinate the delivery of the  
147 Recovery core capabilities;
- 148 • Explaining the relationship between Recovery and the other mission areas—Prevention,  
149 Protection, Mitigation, and Response;
- 150 • Promoting inclusive and equitable coordination, planning and information sharing processes;
- 151 • Encouraging the whole community to leverage opportunities to build resilience and  
152 incorporate climate adaptation and mitigation measures pre- and post-disaster, such as  
153 continuity planning and land use and environmental regulations;
- 154 • Identifying scalable and adaptable coordination structures;
- 155 • Describing key factors, activities and considerations for pre- and post-disaster recovery  
156 planning; and
- 157 • Ensuring recovery resources are sourced from a wide range of whole community partners,  
158 including individuals, and voluntary, nonprofit, philanthropic, private sector and  
159 governmental agencies and organizations.

160 Following any incident regardless of size or scale, impacted communities will have recovery needs  
161 and require access to resources that necessitate an effective recovery management and coordination  
162 process. The NDRF is always in effect and elements can be implemented at any time. The majority

163 of incidents are managed by local, state, tribal and territorial governments without assistance from  
164 the Federal government. The guiding principles and whole community roles, responsibilities,  
165 resources and coordination mechanisms outlined in this Framework are equally valid for incidents  
166 that do not receive additional assistance. This Framework highlights types of recovery resources  
167 (information for decision-making, technical assistance, subject matter expertise, labor and  
168 equipment, as well as coordination and funding mechanisms); and the whole community partners in  
169 which they are sourced, to include insurance companies, non-governmental organizations such as  
170 voluntary, faith-based, nonprofit and philanthropic organizations, and government departments and  
171 agencies.

172 Nothing in this Framework is intended to alter or impede the ability of any local, state, tribal,  
173 territorial, insular area or Federal government department or agency to carry out its authorities or  
174 meet its responsibilities under applicable laws, executive orders, and directives. The NDRF's  
175 structures and procedures apply to incidents where Federal support to local, state, tribal, territorial  
176 and insular area governments is coordinated under the *Robert T. Stafford Disaster Relief and*  
177 *Emergency Assistance Act* (Stafford Act), as well as incidents where Federal departments and  
178 agencies exercise other authorities and responsibilities. After the 2010 Deepwater Horizon oil spill,  
179 for example, Federal response was managed pursuant to the *Oil Pollution Act*. Other statutes such as  
180 the *Homeland Security Act*, *Small Business Act*, the *Farm Bill* and the *Public Health Service Act*  
181 authorize substantive Federal assistance in response to certain types of incidents. The costs of direct  
182 Federal recovery support will continue to be borne by agencies using appropriations made for such  
183 purposes, except for those expenses authorized for reimbursement under the Stafford Act or as  
184 otherwise provided by law. When recovery plans extend over long periods of time, steady state  
185 programs may shift focus to support recovery efforts.

## 186 ***Evolution of the National Disaster Recovery Framework***

187 In 2009, more than six hundred recovery stakeholders representing local, state, tribal and Federal  
188 governments, as well as public and private sector organizations from across the nation were brought  
189 together to help inform the development of a recovery framework. The guiding principles and key  
190 elements of leadership, coordination and pre-disaster planning identified through the national  
191 stakeholder process formed the foundation of the National Disaster Recovery Framework published  
192 in 2011.

193 The core principles and key concepts remain relevant and continue to guide pre- and post-disaster  
194 recovery at all levels of government. Many states and local governments have implemented these  
195 principles in developing pre-disaster recovery plans and incorporated exemplary coordination  
196 mechanisms following a wide range of disasters.<sup>3</sup> At the Federal level, leadership and coordination  
197 structures have been formalized and exercised in multiple major disasters, including the 2012  
198 drought, Santa Clara Pueblo recovery effort and Hurricane Sandy.

199 Along with the National Planning Frameworks for other mission areas, this document expands on the  
200 integration and inter-relationships among the other mission areas of Prevention, Protection,  
201 Mitigation and Response. It incorporates lessons learned and best practices from real-world  
202 incidents and national level exercises.<sup>4</sup> This Framework provides a more strategic and national

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<sup>3</sup> Case studies can be found in the guidance document *Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents* at <https://www.fema.gov/media-library/assets/documents/101940>.

<sup>4</sup> Lessons learned, innovative practices, after-action reports, plans, templates, guides and other materials can be found on Naval Postgraduate School's Homeland Security Digital Library at [HSDL.org](https://www.hSDL.org) and on [FEMA.gov](https://www.fema.gov).



203 perspective to enable coordination, information sharing and increase resilience across the whole  
204 community regardless of the threat or hazard.

## 205 **Intended Audience**

206 The NDRF is intended for a broad audience, including individuals and households, local, state, tribal  
207 and territorial officials and leadership, Federal departments and agencies, and private and nonprofit  
208 sector organizations. This includes children, individuals with disabilities and others with access and  
209 functional needs<sup>5</sup>, those from religious, racial and ethnically diverse backgrounds, and people with  
210 limited English proficiency. Their contributions must be integrated into national preparedness efforts,  
211 and their needs must be incorporated in the planning process and as the core capabilities are  
212 executed.” The NDRF provides a framework under which these various individuals and groups can  
213 work together and coordinate resources to support those impacted by a disaster, because a successful  
214 recovery requires the active engagement of the whole community. Disaster recovery practitioners, in  
215 particular, will find guidance on Recovery core capabilities and critical recovery functions such as  
216 disaster recovery leadership, organizational and coordination structures, key recovery partners,  
217 applicable resources and inclusive public engagement and communication strategies. For  
218 stakeholders involved in Mitigation, Prevention, Protection and Response mission areas, the NDRF  
219 identifies the objectives, principles, practices and stakeholders that lead, manage and guide disaster  
220 recovery. Educating a broad audience on pre- and post-disaster recovery principles, processes and  
221 capabilities will increase resilience and further enhance integration and coordination across mission  
222 areas and the whole community.

## 223 **Scope**

224 The Recovery mission area defines the capabilities necessary to assist communities affected by an  
225 incident in rebuilding infrastructure systems, providing adequate, accessible interim and long-term  
226 housing that meets the needs of all survivors, revitalizing health systems (including behavioral  
227 health) and social and community services, promoting economic development and restoring natural  
228 and cultural resources.

## 229 **Recovery Continuum**

230 The recovery process is best described as a sequence of interdependent and often concurrent  
231 activities that progressively advance a community toward recovery progress. Decisions made and  
232 priorities set by a community early in the recovery process will have a cascading effect on the nature,  
233 speed and inclusiveness of recovery. Figure 1: Recovery Continuum depicts the levels of effort and  
234 interface between different types of recovery activities over the short, intermediate and long-term.

235 The Recovery Continuum highlights the reality that for a community struck by a disaster, response  
236 and recovery are not and cannot be two separate and sequential efforts, where recovery can occur  
237 only after response is concluded. Response activities influence intermediate and long-term recovery  
238 activities, necessitating early integration of recovery considerations into response operations.  
239 Especially after a major disaster with widespread, severe and long-term negative impact, a  
240 community must quickly begin its recovery planning and coordination efforts, made resilient through  
241 continuity planning and operations, to avoid prolonging or producing more extensive, deeper and

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<sup>5</sup> Access and functional needs includes ensuring the equal access and meaningful participation of all individuals, without discrimination.

242 longer term losses. An example is a major employer deciding to relocate rather than rebuild because  
 243 it perceives that destroyed housing, roads, retail and basic government services are not being restored  
 244 and rebuilt timely and adequately. The challenge facing the affected community will be to  
 245 implement its recovery effort while also having to manage its unfinished response and relief work.  
 246 As response, short-term and intermediate recovery activities begin to wind down, long-term recovery  
 247 needs gradually take on a more critical role. The community will also have to maintain its  
 248 preparedness efforts and seek opportunities to update and incorporate mitigation efforts into its  
 249 recovery priorities.

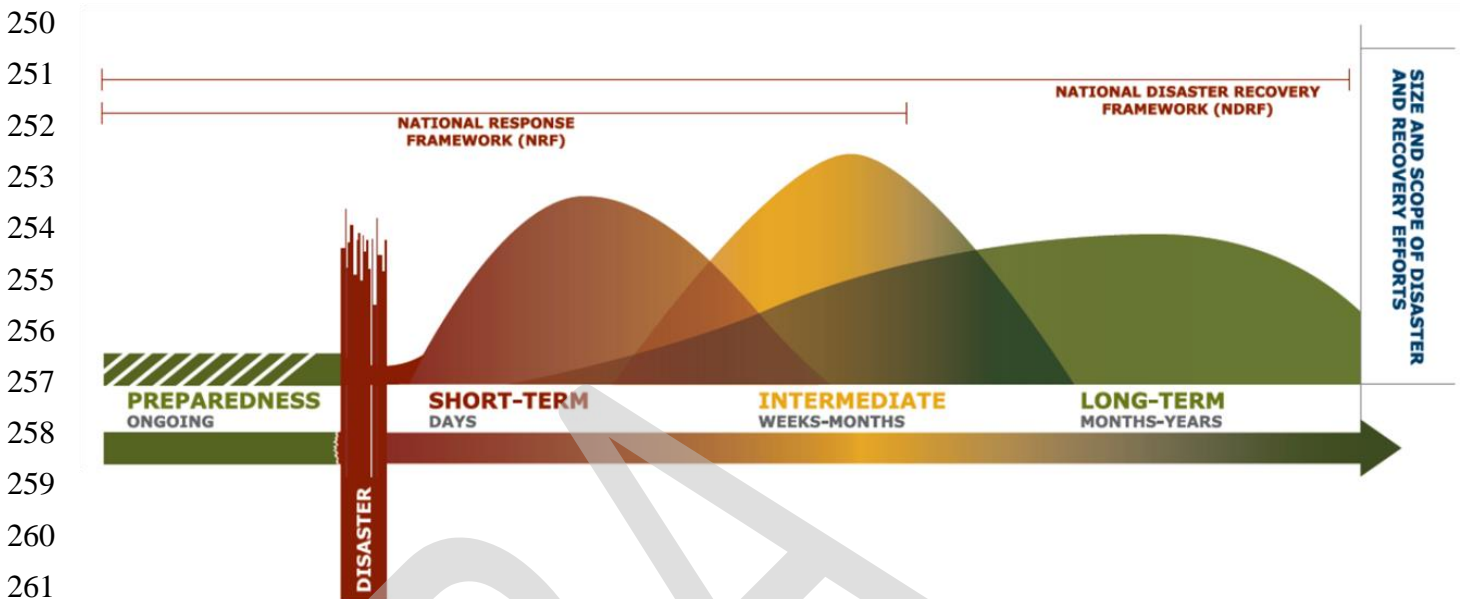


Figure 1: Recovery Continuum

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## 263 **Guiding Principles**

264 The NDRF identifies eight principles that are used to guide the execution of the Recovery core  
 265 capabilities and mission area activities; to include Individual and Family Empowerment; Leadership  
 266 and Local Primacy; Pre-Disaster Planning; Engaged Partnerships and Inclusiveness; Unity of Effort;  
 267 Timeliness and Flexibility; Resilience and Sustainability; and Psychological and Emotional  
 268 Recovery. When put into practice, these eight principles maximize the opportunity for achieving  
 269 recovery success.

## 270 **Individual and Family Empowerment**

271 A successful recovery is about the ability of individuals and families to rebound from their losses in a  
 272 manner that sustains their physical, emotional, social and economic well-being and all community  
 273 members must have equal opportunity to participate in community recovery efforts in a meaningful  
 274 way. Care must be taken to assure that actions, both intentional and unintentional, do not exclude  
 275 groups of people based on race, color, ethnicity, national origin (including limited English  
 276 proficiency), religion, sex, sexual orientation, gender identity, age or disability. Care must also be  
 277 taken to identify and eliminate social and institutional barriers that hinder or preclude individuals

278 with disabilities and others in the community historically subjected to unequal treatment from full  
279 and equal enjoyment of the programs, goods, services, activities, facilities, privileges, advantages,  
280 and accommodations provided. It is vital that all individuals, including owners and their animals  
281 (household pets, service and assistance animals) are provided with the tools to access and use a  
282 continuum of community support and resources that addresses both the physical losses sustained and  
283 the psychological and emotional trauma experienced.

## 284 **Leadership and Local Primacy**

285 Successful recovery requires informed and coordinated leadership throughout all levels of  
286 government, sectors of society and phases of the recovery process. It recognizes that local, state,  
287 tribal and territorial governments have primary responsibility for the recovery of their communities  
288 and play the lead role in planning for and managing all aspects of community recovery. This is a  
289 basic, underlying principle that should not be overlooked by state, Federal and other disaster  
290 recovery managers. States act in support of their communities, evaluate their capabilities and  
291 provide a means of support for overwhelmed local governments. The Federal government is a  
292 partner and facilitator in recovery, prepared to quickly enhance its role when the disaster impacts  
293 relate to areas where Federal jurisdiction is primary or affects national security. While  
294 acknowledging the primary role of local, state, tribal and territorial governments, the Federal  
295 government is prepared to provide support following a major disaster or catastrophic incident.

## 296 **Pre-Disaster Recovery Planning**

297 The speed and success of recovery can be greatly enhanced if the processes and structures for post-  
298 disaster recovery coordination are established during pre-disaster planning processes. All  
299 stakeholders, including other mission area partners such as Response and Mitigation, need to be  
300 involved to ensure a coordinated and comprehensive planning process<sup>6</sup>, and to develop relationships  
301 that increase post-disaster collaboration and unified decision-making. Discussion and collaboration  
302 will also facilitate the development of a common definition of success. Pre-disaster recovery  
303 planning will help communities take actions that significantly reduce disaster impacts through  
304 disaster resilient building practices. In addition, all partners involved will work together to build and  
305 develop their collective capacity and capability to lead, plan and manage their recovery and increase  
306 their overall resilience. Encouraging innovative pre-disaster planning practices can lead to  
307 generating tools and resources that will serve to support and sustain disaster mitigation and recovery  
308 efforts.

## 309 **Engaged Partnerships and Inclusiveness**

310 Effective partnerships rely on an inclusive recovery management and coordination process that  
311 engages all elements of the whole community. Those who lead recovery efforts must communicate  
312 and support engagement with the whole community by developing shared goals and aligning  
313 capabilities to reduce the risk of any jurisdiction being overwhelmed in times of crisis. Layered,  
314 mutually supporting capabilities of individuals, communities, the private sector, non-governmental  
315 organizations, and governments at all levels allow for coordinated management and planning.  
316 Partnerships and collaboration across groups, sectors, and governments can assist impacted  
317 communities in evaluating current and anticipated recovery needs and understanding how to access  
318 all available resources beyond traditional recovery programs. Engaged partnership and coalition

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<sup>6</sup> Recovery specific planning guidance for local, state, tribal and territorial governments is under development. It will be posted on <https://www.fema.gov> when published.

319 building includes ongoing clear, consistent, effective<sup>7</sup>, accessible, and culturally appropriate  
320 communication and information sharing throughout the short, intermediate and long-term recovery.

321 Engaged partnerships are vital for ensuring that all voices are heard from all parties involved in  
322 disaster recovery and that all available resources are brought to the table. This is especially critical at  
323 the community level where non-governmental partners in the private and nonprofit sectors play a  
324 critical role in meeting local needs. Inclusiveness in the recovery process includes individuals with  
325 disabilities and others with access and functional needs, advocates of children, older adults and  
326 members of underserved communities. Engaged leadership relies on participation and involvement  
327 of all people in the whole community and ensures every community emergency management process  
328 includes people with disabilities across all committees, projects and public gatherings. Involving  
329 people with disabilities in preparedness sets the stage and frame of mind to involve them in response,  
330 recovery and mitigation. Sensitivity and respect for social and cultural diversity must be maintained  
331 at all times. Compliance with equal opportunity and civil rights laws must also be upheld.

### 332 **Unity of Effort**

333 A successful recovery, as defined by the impacted community, requires a unified coordinated effort.  
334 Recovery experiences have consistently pointed to examples of increased coordination efforts as  
335 central to an effective recovery. Coordination following any incident will allow recovery leaders to  
336 identify needs and priorities more effectively, reallocate existing resources, engage traditional and  
337 non-traditional whole community partners and identify other assistance. Since most incidents are  
338 managed at the local, state, tribal, or territorial level, the incorporation of a coordinated effort is  
339 critical. A unity of effort respects the authority and expertise of each participating organization while  
340 coordinating support of common recovery priorities and objectives built upon consensus and a  
341 transparent and inclusive planning process.

### 342 **Timeliness and Flexibility**

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

### 349 **Resilience and Sustainability**

350 Recovery offers a unique opportunity to reduce future risk and contribute to sustainable community  
351 rebuilding. A successful recovery process engages in a rigorous assessment and understanding of  
352 community risks that might endanger or pose additional recovery challenges. Resilience is the ability  
353 of systems, infrastructures, government, business, communities and individuals to resist, tolerate,  
354 absorb, recover from, prepare for or adapt to an adverse occurrence that causes harm, destruction or  
355 loss. The Mitigation, Recovery, and Protection mission areas focus on the same community systems  
356 to increase resilience. The National Infrastructure Protection Plan provides a risk management  
357 framework to enhance the resilience and protection of critical infrastructure against the effects of

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<sup>7</sup> Information, warning, and communications associated with emergency management must ensure actionable, accessible and effective communication, such as American (or other) Sign Language interpreters, captioning, alternative formats, computer assisted real time translation and other services .

358 future disasters. Cross-mission area integration activities, such as planning, are essential to ensuring  
359 that risk avoidance and risk reduction actions are taken during the recovery process. Following any  
360 incident, recovery efforts can be leveraged to implement solutions that will increase community  
361 resilience in the economic, housing, natural and cultural resources, infrastructure, and health  
362 (including behavioral health) and social services and government sectors. The process of pre-disaster  
363 planning can help build capacity and increase resilience by taking a deliberate look at physical,  
364 continuity of operations, environmental, and societal risks and opportunities prior to a disaster. Well  
365 planned, inclusive, coordinated and executed solutions can build capacity and capability, and enable  
366 a community to better manage future incidents.

## 367 **Psychological and Emotional Recovery**

368 A successful recovery process addresses the full range of psychological and emotional needs of the  
369 community as it recovers from the disaster through the provision of information, educational  
370 resources, support, counseling, screening and treatment when needed. These needs range from  
371 helping individuals and families to identify communities of support, to manage stress associated with  
372 the disaster's impact and recovery challenges, to the harm that stems from substance, physical and  
373 emotional abuses resulting from or exacerbated by the disaster.

## 374 **Risk-Basis**

375 The risks faced by a community can directly impact and limit those responsible for delivering core  
376 capabilities. The whole community must maintain the ability to conduct mission essential functions  
377 during an actual hazard or incident to ensure delivery of core capabilities for all mission areas. Risk  
378 identification, prevention, and mitigation must be included as an integral part of the whole  
379 community's pre-disaster recovery preparedness initiative and, when applicable an essential part of  
380 its post-disaster recovery plan.

381 To further national preparedness, this Framework encourages all communities to rigorously and  
382 regularly assess risks that may impact them. Risk assessments will identify each possible risk's  
383 probability or frequency of occurrence, determine hazard-prone areas, and susceptible assets within a  
384 community. An assessment will also estimate a risk's potential impact in terms of scope and severity  
385 upon life, property, built and natural environments, essential services, critical infrastructures, and  
386 economic systems. Each community can then prioritize and invest in disaster risk reduction  
387 measures that can build capabilities to prevent, protect, mitigate, and respond to risks and impacts  
388 that most likely and severely affect it. Such investment reduces the time, effort, and cost required for  
389 any post-disaster recovery.

390 The Strategic National Risk Assessment identifies the threats and hazards that pose the greatest risk  
391 to our nation; those include:

- 392 • Natural hazards including hurricanes, earthquakes, tornadoes, drought, wildfires, winter  
393 storms and floods which present a significant and varied risk across the country. Climate  
394 change has the potential to cause the consequence of weather-related hazards to become more  
395 severe;
- 396 • Virulent strains of pandemic influenza and other infectious diseases which can threaten  
397 millions of Americans and cause considerable economic losses;
- 398 • Technological and accidental hazards, such as transportation system failures, dam failures or  
399 oil or chemical substance spills, which can cause extensive fatalities and severe economic

- 400 impacts;
- 401 • Terrorist organizations or affiliates that seek to acquire, build, and use weapons of mass  
402 destruction, and conventional terrorist attacks that may be carried out by lone actors, all  
403 present a continued risk to the Nation; and
- 404 • Cyber-attacks on our nation’s power grid or financial system can cause system failures and  
405 catastrophic consequences.

## 406 Roles and Responsibilities

407 Successful recovery depends on all recovery stakeholders having a clear understanding of pre- and  
408 post-disaster roles and responsibilities. In keeping with the NDRF principles, clearly defined roles  
409 and responsibilities are a foundation for unity of effort among all recovery partners to jointly identify  
410 opportunities, foster partnerships and optimize resources. This section will review the recommended  
411 roles and responsibilities of local, state, tribal, territorial and insular area governments as well as the  
412 recommended recovery leadership positions. Additionally, roles and responsibilities for individuals,  
413 families, and households; non-governmental organizations; and private sector entities will be  
414 reviewed in this section.

415 The recovery management positions detailed in this section includes the Local Disaster Recovery  
416 Manager, Tribal, Territorial and State Disaster Recovery Coordinators and the Federal Disaster  
417 Recovery Coordinator. These positions serve as the key points of contact and support, manage and  
418 organize recovery efforts for respective government entities. The establishment of recovery  
419 leadership positions for local, state, tribal and territorial governments are recommendations to the  
420 whole community to facilitate disaster recovery.

421 Recovery management staff in all jurisdictions have a fundamental responsibility to consider the  
422 needs of all members of the whole community, including children; individuals with disabilities and  
423 others with access and functional needs; those from religious, racial, and ethnically diverse  
424 backgrounds; and people with limited English proficiency. The potential contributions of all these  
425 individuals toward delivering core capabilities during recovery (e.g., through associations and  
426 alliances that serve these populations) should be incorporated into planning efforts.

427 Staff must also consider those who own or have responsibility for animals both as members of the  
428 community who may be affected by incidents and as a potential means of supporting recovery  
429 efforts. This includes those with household pets, service and assistance animals, working dogs, and  
430 livestock, as well as those who have responsibility for wildlife, exotic animals, zoo animals, research  
431 animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries.

## 432 Ensuring Inclusion of Whole Community

433 A successful recovery effort is also inclusive of the whole community, including at risk populations,  
434 individuals with disabilities, others with access and functional needs, and owners and their animals  
435 (household pets, service and assistance animals). Understanding legal obligations and sharing best  
436 practices when planning and implementing recovery strategies to avoid excluding groups on these  
437 bases is critical. Actions, both intentional and unintentional, that exclude groups of people based on  
438 race, color, ethnicity, national origin (including limited English proficiency), religion, sex, sexual  
439 orientation, gender identity, age or disability, can have long-term negative consequences on entire  
440 communities and may violate law. Those who are engaging in recovery activities are covered by

441 specific legal obligations that prohibit discrimination. Statutory and executive order obligations also  
442 include accessibility in architecture, transportation, housing and effective communications,  
443 employment, social services and public benefits, education, policies and programs including those  
444 receiving Federal funding. Relevant statutory and executive order obligations may include:

- 445 • *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)*, as amended;
- 446 • *Post-Katrina Emergency Management Reform Act*;
- 447 • *Rehabilitation Act of 1973*, as amended;
- 448 • *Americans with Disabilities Act (ADA)*, as amended 2008;
- 449 • *Fair Housing Act of 1968*, as amended;
- 450 • *Architectural Barriers Act of 1968*;
- 451 • *Communications Act of 1934*, as amended;
- 452 • *Individuals with Disabilities Education Act (IDEA) of 1975*, as amended;
- 453 • Title V I of the *Civil Rights Act of 1964*, as amended; the *Age Discrimination Act of 1975*;
- 454 • Executive Order 12898 (February 11, 1994) – Federal Actions to Address Environmental  
455 Justice in Minority Populations and Low-Income Populations.
- 456 • Executive Order 13166 (August 11, 2000) – Improving Access to Services for Persons with  
457 Limited English Proficiency; and
- 458 • Executive Order 13347 (July 24, 2004) - Individuals with Disabilities in Emergency  
459 Preparedness.

460 Those applying the NDRF should be aware of statutory and executive order obligations involved.

## 461 **Individuals, Families, and Households**

462 Individuals, families and households have a pivotal role in facilitating their recovery and the recovery  
463 of their community. One key action individuals and households can take is to have a disaster  
464 preparedness kit and recovery plan that addresses evacuation, sheltering-in-place and sheltering  
465 needs. Each individual, family, and household will be better prepared in the immediate aftermath of a  
466 disaster if they build an emergency kit that includes food, water and battery powered communication  
467 devices (see resources at [www.ready.gov](http://www.ready.gov)). Individual plans should include requirements to address  
468 the access and functional needs of all individuals who reside in the household including children,  
469 pregnant women, older adults, people with disabilities and owners and their animals, including  
470 household pets, service and assistance animals that reside in the household. Those who prepare will  
471 reduce their personal stress and be able to reach out to others in need of assistance and be better  
472 positioned to actively contribute to post-disaster recovery planning efforts.

473 Homeowners who have adequate hazard and flood insurance coverage, and take steps to protect their  
474 property from hazards common to their area reduce the impacts of disaster and are less reliant on  
475 external assistance to repair or rebuild their homes. Examples of measures to reduce risk from  
476 common hazards include strengthening the existing home's structure as appropriate for the home and  
477 specific disaster risks. Future disaster impacts may also be reduced if individuals, families and  
478 households integrate mitigation measures into design, repair and rebuilding of their home. After  
479 suffering losses, survivors can maximize any benefits from insurance coverage, pursue additional  
480 funding through any available personal or loan-based resources, and also apply for local, state, or

481 Federal program assistance that may be available. After applying, survivors should ensure they  
482 follow up on agency requests, gain full understanding of program processes, and express unmet  
483 needs.

484 Individuals, families and households are encouraged to stay aware of and participate in disaster  
485 preparedness, recovery and mitigation efforts in their community, and become aware of planning  
486 efforts in regards to floodplain management, building codes and land use and environmental  
487 regulations. After a disaster, individuals, families and households are encouraged to get involved in  
488 their community's recovery activities including providing input in the post-disaster recovery  
489 planning process.

## 490 **Non-Governmental Organizations**

491 Non-governmental organizations (NGOs) are voluntary, faith-based, philanthropic, and community  
492 organizations that coordinate and collaborate to help individuals and communities respond to and  
493 recover from disasters. NGO support is provided by a range of organizations from small  
494 community based nonprofits to national organizations with extensive experience in disaster response  
495 and recovery. NGOs support government efforts and provide targeted services to groups such as  
496 children, individuals with disabilities and people with access and functional needs, ethnically and  
497 culturally diverse communities, people with limited English proficiency, and animal owners,  
498 including household pets and service animals. As NGOs are pivotal to the recovery of an impacted  
499 jurisdiction, it is crucial that the whole community understands their role and they receive timely  
500 recovery information and the resources necessary to be an active participant in the recovery process.

501 NGOs can contribute a wealth of research and experience around issues of resilience, either by  
502 effecting change through private sector initiatives, philanthropy, and public policy; or through  
503 project-specific undertakings that result in stronger communities. In the pre-disaster setting, FEMA  
504 works with these organizations to foster relationship building that will enable these groups to  
505 effectively engage in recovery collaboration settings at the appropriate time and place, when  
506 beneficial. NGOs often have access to extended networks through local offices and chapters of the  
507 organization, providing contextually-based insight and access to potential recovery partnerships and  
508 resilience champions.

509 Some NGOs are part of Voluntary Organizations Active in Disaster (VOAD) or Community  
510 Organizations Active in Disaster (COAD), which are responsible for meeting disaster-caused unmet  
511 needs of disaster survivors.

512 Examples of NGOs include:

- 513 • Voluntary organizations, 501(c)(3), with disaster response/recovery missions
- 514 • Faith-based organizations and ministerial alliances
- 515 • Community-based organizations
- 516 • Animal control, welfare and/or rescue organizations
- 517 • Housing non-profits
- 518 • Chambers of commerce and business organizations
- 519 • Environmental organizations
- 520 • Cultural organizations
- 521 • Professional organizations



- 522 • Academia
- 523 • Independent national, regional, and local advocacy, health and social services agencies
- 524 • Fraternal organizations
- 525 • Regional planning commissions
- 526 • Planning and development districts
- 527 • National planning organizations
- 528 • Independent charities
- 529 • National and community-based foundations
- 530 • Volunteer recruitment groups
- 531 • Civic groups
- 532 • Veterans organizations
- 533 • Aging organizations
- 534 • Cross disability organizations
- 535 • Disability specific groups

536 NGOs also offer expertise and assistance in areas such as long-term sheltering/alternate housing  
537 solutions and feeding, community recovery planning, case management services, volunteer  
538 coordination, short-term psychological and emotional support, respite, personal care, and other  
539 medical or non-medical supportive services, individual and systemic advocacy, spiritual care,  
540 donations management, technical and financial support, grant writing, environmental and cultural  
541 resources, housing repair and reconstruction and rehabilitation that meets accessibility/universal  
542 accessibility standards, and project implementation.

543 Many non-governmental organizations have subject matter expertise and knowledge of communities  
544 that are valuable to local, state, tribal, territorial and insular area disaster preparedness and recovery  
545 planning efforts. Non-governmental organizations that establish and maintain relationships with  
546 recovery leadership in the local, state, tribe, or territory where they operate can articulate their  
547 resources and capabilities. In addition to collaborating on disaster planning with recovery partners, it  
548 is beneficial for NGOs to develop their own disaster plans for how they will support disaster  
549 recovery efforts. Examples include temporary roof repair, debris removal, muck out, communication  
550 support, benefits application assistance, support group facilitation, family caregiver assistance, etc.

551 Many NGOs originate from or remain in the impacted community to continue to mobilize, support  
552 and provide services. When needs are identified that fall outside the scope of one organization, these  
553 needs can be coordinated with other disaster recovery organizations including whole community  
554 partners to ensure a unified recovery process that maximizes effectiveness of the overall effort. It  
555 will benefit local, state, tribal and territorial recovery efforts if NGOs actively participate in the  
556 formation of long-term recovery and community organizations or entities.

557 NGOs play a critical role in the implementation of an inclusive, locally-led long term recovery  
558 organization and planning process. The expertise of NGOs means they are often well-positioned to  
559 contribute to recovery efforts. Throughout the recovery process, NGOs may note milestones  
560 achieved and document best practices for their use and for the benefit of their peers. This  
561 information may also be implemented into the planning process for the state VOAD or COAD as  
562 appropriate. The experience and subject matter expertise of NGOs can greatly assist with the  
563 management of money, manpower, and materials to meet recovery needs and obligations that

564 otherwise are not funded by a government program.

## 565 **Private Sector Entities**

566 The private sector plays a critical role in establishing public confidence immediately after a disaster.  
567 When the private sector is operational, the community recovers more quickly by retaining and  
568 providing jobs and a stable tax base. If local leadership and the business community work together  
569 pre-disaster and to develop recovery plans, the public is more likely to be optimistic about the  
570 community's ability to recover post-disaster.

571 It is critical that disaster recovery officials recognize the importance of partnership and create  
572 coordination opportunities with private sector leaders during pre-disaster planning processes. Post-  
573 disaster, recovery officials need to maintain communication with the private sector about the status of  
574 operations and supply chains as well as restoration challenges and timelines. The private sector owns  
575 and operates the vast majority of the nation's critical infrastructure systems, such as electric power  
576 and financial and telecommunications systems. These entities play a major role in the recovery of a  
577 community and a region as a whole; small businesses, for example, often shape and support the  
578 character of a community. The resources and capabilities of the private sector, including utilities,  
579 banks, insurance companies, healthcare systems and local businesses also play an important role in  
580 encouraging mitigation and creating greater resilience in a community.

581 Businesses have an opportunity to participate and assume leadership roles in the local recovery  
582 planning process both before and after a disaster. Private sector entities may collaborate post-disaster  
583 in the form of recovery groups or task forces to effectively coordinate and communicate business  
584 recovery issues to government and community leaders. Partnerships with other businesses can  
585 facilitate the process of identifying and navigating the assistance application processes.

586 Private sector entities can also work to identify potential funding sources to be used in the event of  
587 disaster and should implement regular review and training on business continuity plans. Businesses  
588 that plan for disruption are less likely to go out of business after a disaster than those that do not.  
589 Businesses need to develop continuity plans that include actionable, effective and accessible, internal  
590 communication processes and protocols to convey critical information. In some cases employees can  
591 provide volunteers, leaders, technical assistance, commodities and facilities to support the recovery  
592 effort.

593 As major players in recovery efforts, businesses, especially critical infrastructure owners and  
594 operators, have an important responsibility to improve disaster resilience by identifying risks and  
595 incorporating mitigation measures into facility design and construction accordingly. If the disaster  
596 necessitates rebuilding or repair of private sector facilities or infrastructure, private sector entities  
597 have an opportunity to incorporate mitigation measures to reduce the impacts of future disaster  
598 events. These actions, coupled with purchase of adequate all-hazards insurance policies will expedite  
599 recovery from disaster, and build resilience.

600 The private sector, while often impacted by a disaster, can also be a major resource to the community  
601 as well. Apart from being an employer, and providing access to goods and services for members of  
602 the community, the private sector often provides resources to the community to assist with disaster  
603 recovery efforts. The exact nature of the resources provided will vary from community to community  
604 and business to business, but the philanthropic nature of the private sector in a post-disaster  
605 environment should be considered during both pre- and post-disaster recovery planning processes.

## 606 **Local Governments**

607 The local government has primacy in preparing for and managing the response and recovery of their  
608 community. Individuals, families and businesses look to local governments to articulate their  
609 recovery needs. The local government leads pre-disaster recovery and mitigation planning efforts and  
610 has the primary role of planning and managing all aspects of a community's recovery post-disaster.  
611 These capabilities must be able to be delivered in a no-notice environment regardless of the threat or  
612 hazard. Because such incidents may affect organizations' or communities' ability to accomplish these  
613 functions, continuity planning and operations need to be an inherent component of pre-disaster  
614 planning processes to ensure the continuation each core capability and of the coordinating structures  
615 that provide them.

### 616 **Pre-Disaster**

617 A pre-disaster recovery planning process is necessary to enable local governments to predetermine  
618 local recovery functions, roles, structures and funding for post-disaster recovery efforts to expedite  
619 the recovery process, including planning for and training a Local Disaster Recovery Manager  
620 (LDRM; discussed below). This will help determine how local disaster support functions work with  
621 state and Federal resources, to include Recovery Support Functions, and establish a process pre-  
622 disaster to conduct post-disaster damage assessments (i.e., train community residents and business  
623 owners, recruit post-disaster damage assessments volunteers, expand on citizen corps efforts) and to  
624 inform state officials about disaster impacts. The local elected leadership (Mayor/County Executive)  
625 has the authority to appoint local recovery leadership that they select or that is selected by a  
626 designated recovery management organization. Training and exercise should be conducted regularly  
627 enable the local government to educate recovery partners and stakeholders about the local pre-  
628 disaster recovery plan and to ensure recovery management and leadership capacity is maintained.

629 Local governments need to understand key hazards and risks that cause systemic and major  
630 disruptions and challenges for disaster recovery, reconstruction and revitalization, and communicate  
631 those risks to the exposed community in an accessible and effective manner. Education on risks and  
632 hazards can occur through community mapping initiatives that visually depict or otherwise identify  
633 known susceptible geographic areas and infrastructure systems, neighborhoods/communities with  
634 limited capacity and capability, risks to environmental and/or cultural resources within a community,  
635 resource available areas, and projected post-disaster impacts. This and other education and training  
636 initiatives can help encourage individuals and households to prepare for their recovery. Local  
637 governments are encouraged to review all plans, agreements and operational initiatives to ensure they  
638 address the needs of people with disabilities or access and functional needs and comply with local,  
639 state and Federal civil rights obligations. If concerns have been raised about possible deficiencies in  
640 addressing the needs of individuals with disabilities or others with access and functional needs, local  
641 governments may benefit from consulting local disability advisory organizations or non-profits with  
642 subject matter expertise.

643 Local governments are also responsible for hazard mitigation efforts. The majority of mitigation  
644 measures are adopted, codified and enforced at the local level. While there are state and Federal  
645 standards, it is often up to the local government to adopt and enforce them, or in some cases  
646 strengthen them. Examples include participating in the *National Flood Insurance Program* and  
647 enforcing building codes. Integrating hazard mitigation and pre-disaster recovery planning helps to  
648 build resilience in communities and can make those communities less vulnerable to future disasters.

## 649 **Post-Disaster**

650 After a disaster, local governments seek to rebuild and revitalize all sectors of the community,  
651 including local critical infrastructure and essential services. Local governments also must focus on  
652 business retention and the redevelopment of housing units that are damaged or destroyed. The  
653 process of repairing and rebuilding presents an opportunity for the local government to promote and  
654 integrate mitigation measures into recovery rebuilding strategies and plans. While some strategies  
655 can be identified pre-disaster, local governments will benefit from revising these strategies post-  
656 disaster in order to adapt to changing and long-term risks that the community faces such as climate  
657 change.

658 Throughout the recovery process, it is critical to find opportunities to share information with the  
659 public on the status of recovery efforts in order to maintain community coordination and focus. The  
660 local government can take the lead in ensuring that recovery planning processes are inclusive and  
661 accessible often by establishing local recovery structures that address overall coordination, sectors  
662 impacted and survivor services. Throughout the recovery planning process, it is important to  
663 document progress made towards objectives and best practices for use in future disaster events. This  
664 information could be especially helpful in the context of peer-to-peer engagement opportunities with  
665 other local governments who may face similar situations post-disaster. Additionally, best practices  
666 and lessons learned are vital to guide future revisions of local plans.

667 Government agencies also play an important role as employers and need their own plans to protect  
668 and assist employees during emergencies. Internal communication structures can be used to inform  
669 employees about preparedness efforts that address needs for individuals and households. The  
670 incorporation of continuity planning and operations, specifically with regards to the reconstitution of  
671 an organizations' leadership, staff, communications, and facilities can aid in the overall community  
672 disaster recovery process.

673 Local government may become overwhelmed and need staffing, recovery expertise, or other  
674 assistance after a disaster. Establishing agreements and mechanisms to address surge staffing needs  
675 pre-disaster will facilitate a more effective and efficient post-disaster recovery process. State and  
676 Federal officials are available to work with local governments in the development and  
677 implementation of their plans and recovery efforts when needed and requested.

## 678 **Local Disaster Recovery Managers**

679 In order to facilitate effective and efficient local recovery, the NDRF strongly recommends that local  
680 government leaders appoint a Local Disaster Recovery Manager (LDRM) to serve as the central manager  
681 and coordinator for disaster recovery activities for the jurisdiction.

682 The role of the LDRM is to organize, coordinate and advance the recovery at the local level. In order  
683 to effectively organize and manage recovery, this position calls for an individual with a good  
684 knowledge of management, leadership, public administration, community planning and/or  
685 community development. In addition, the individual occupying this position should be able to  
686 represent and speak on behalf of their respective chief executive (e.g. mayor). The LDRM may serve  
687 as the jurisdiction's primary point of contact with the state agencies.

688 If the LDRM position is in place pre-disaster, it is an optimal time to establish and maintain contact with  
689 recovery partners in neighboring communities as well as regionally and with state recovery agencies.  
690 The LDRM can also play a role in integrating resiliency and sustainability principles into recovery  
691 planning initiatives. LDRMs may also coordinate opportunities to train and exercise recovery plans.

692 In the event of a disaster, the LDRM takes the lead in coordinating local government-led recovery  
693 organizations and initiatives. LDRMs work with local emergency management to assess disaster  
694 impacts and communicate local recovery priorities to the state and Federal governments as well as  
695 other recovery stakeholders. The LDRM also has a role in promoting inclusion of mitigation  
696 measures in local recovery plans and strategies.

697 The LDRM works to ensure an inclusive community recovery process that engages the whole  
698 community and is accessible to all community members including individuals with disabilities,  
699 limited English proficiency, or others with access and functional needs. Throughout the recovery  
700 process, the LDRM is encouraged to work with recovery partners to ensure recovery activities are  
701 communicated to stakeholders as appropriate. An organized, inclusive recovery process facilitates a  
702 recovery plan or strategy that can be rapidly initiated and is publicly supported, actionable and  
703 feasible based on available funding and capacity.

704 In order to implement recovery plans and strategies, the LDRM can collaborate with state, Federal  
705 and other stakeholders and supporters, such as the business and nonprofit communities, to raise  
706 financial support (including long-term capital investment in local businesses) for the community's  
707 recovery, leverage the resources where possible and resolve potential duplication of assistance.

## 708 **State, Tribal, Territorial and Insular Area Governments**

### 709 **State Government**

710 The state has a critical role in supporting local recovery efforts. Post-disaster recovery is a locally-  
711 driven process and the state supports communities by coordinating and/or providing any needed  
712 technical or financial support to help communities address recovery needs.

### 713 **Planning**

714 In addition to maintaining and promoting mitigation plans and actions, and implementing continuity  
715 of operations and continuity of government plans, states are also encouraged to initiate a pre-disaster  
716 recovery planning process. Pre-disaster recovery planning positions the state to effectively support  
717 local, tribal, and territorial recovery efforts. If a plan is already in place, the State may convene  
718 exercise and training as needed to ensure recovery partners are well versed in their roles and  
719 responsibilities.

720 There are numerous actions states can take pre-disaster to facilitate post-disaster recovery efforts.  
721 Many states provide technical assistance and training to local governments and non-governmental  
722 organizations on state plans, programs and other resources for disaster recovery, and support local  
723 governments in the establishment of pre-disaster recovery leadership and coordination structures.  
724 States may create a post-disaster recovery authority for catastrophic-level incidents that operate  
725 immediately after a disaster and feature the legal and fiscal tools needed to ensure recovery. In  
726 addition, they may establish agreements and mechanisms to ensure adequate staffing and expertise is  
727 available post-disaster, and that they implement protocols or agreements that create efficiencies with  
728 local, state, tribal, territorial, insular area and Federal government, as appropriate, for disaster  
729 response and recovery. States can also promote peer-to-peer engagement opportunities with other  
730 state and local governments to share best practices and lessons learned. The recovery planning  
731 process also presents an opportunity to reduce vulnerability to disasters; the state can develop and aid  
732 enforcement of building and accessibility codes and land use standards, and establish, organize, and  
733 coordinate goals, objectives, and timelines for recovery. Connecting recovery plans to pre-existing  
734 state plans and programs can help states identify and leverage available resources.

735 Ideally, States establish a recovery management structure pre-disaster to facilitate organization and  
736 coordination of recovery initiatives post-disaster. This includes identifying and training leadership to  
737 manage recovery for the state (e.g. State Disaster Recovery Coordinator, discussed below) and  
738 creating an organization or designating agencies that will provide recovery support in priority  
739 functional areas for the state (e.g. housing, social services, infrastructure etc.). Federal agencies will  
740 adapt and align with state recovery structures. The Federal Recovery Support Function structure  
741 provides a model for states to consider in their planning. It is important to review plans, policies or  
742 initiatives already in place to help minimize conflicts and ensure alignment of priorities.

#### 743 **Assistance to Local Governments**

744 States assist local governments post-disaster by identifying, securing, and leveraging recovery  
745 resources and funds for local governments. States also oversee regional coordination of recovery  
746 elements, set priorities and direct assistance where it is needed. In addition to managing federally-  
747 provided resources, state governments may develop programs or secure funding (e.g., assistance  
748 acquiring appropriate insurance coverage pre-disaster or issuing bonds after a disaster) that can help  
749 finance and implement the recovery projects. States may also enact new or existing exemptions to  
750 state laws and/or regulations to facilitate rebuilding activities and promote safer, stronger and smarter  
751 building, and overseeing volunteer and donation management in coordination with FEMA Voluntary  
752 Agency Liaisons.

753 Where additional needs exist, states can reassign existing internal resources to streamline and  
754 expedite recovery, such as forming a new or ad hoc state recovery agency or reprioritizing and  
755 reallocating existing funds. Many states have programs that meet disaster-related needs, which may  
756 include the needs of survivors, businesses, impacted local governments and others; these programs  
757 should be leveraged post-disaster. States also play an important role in keeping the public informed  
758 through strategic messaging and they work with all other stakeholders to provide an information  
759 distribution process. In addition, states can assist in developing and maintaining a system to manage  
760 and monitor implementation of the recovery effort, enforce accountability, ensure accessibility, and  
761 track resources. State government agencies are also employers and need their own disaster recovery  
762 plans, including Continuity of Government and Continuity of Operations Plans, to protect and assist  
763 their employees.

#### 764 **Tribal Government**

765 Tribal governments, as sovereign nations, govern and manage the safety and security of their lands  
766 and community members. Many tribal government borders cross multiple counties and states,  
767 presenting a unique challenge in planning for response and recovery efforts. While resources from  
768 other communities and governments may be available and easily accessible for most local and state  
769 governments, this is not the case in many tribal government communities. Understanding these basic  
770 facts assists local, state, and Federal governments when working with the sovereign tribal  
771 governments to develop and implement their recovery plans both pre- and post-disaster.

772 The Federal government is required to engage in meaningful consultation with tribal governments  
773 prior to the finalization of policy or program implementation. Local and state governments are  
774 encouraged to engage with tribal governments as well. (See *Executive Order 13175, Consultation  
775 and Coordination with Indian Tribal governments*). Per *The Sandy Recovery Improvement Act*  
776 (January 29, 2013), federally-recognized Indian tribal governments have the option to request a  
777 Presidential emergency or major disaster declaration independent of a state.

778 In addition to maintaining and promoting mitigation plans and actions, and implementing continuity

779 of operations and continuity of government plans, tribes prepare by conducting pre-disaster recovery  
780 planning. Pre-disaster planning will allow tribal governments to establish, organize, and coordinate  
781 goals, objectives, and timelines for recovery. Ideally, tribes coordinate with local, state, other tribal  
782 and Federal governments, as appropriate, to develop protocols or agreements that facilitate for  
783 disaster response and recovery efforts. Establishing this coordination ensures that partners know the  
784 best means of communicating within the tribal hierarchy and provides an opportunity to inform  
785 partners of any tribal distinctions or cultural differences that they need to be aware of. It is essential  
786 that preservation of cultural resources, sacred sites and traditional lands be integrated into pre-  
787 disaster planning discussions and in recovery and mitigation planning efforts. In order to promote an  
788 inclusive recovery process, it is important for tribal governments to address the needs of individuals  
789 with disabilities, older adults and others with access and functional needs when developing recovery  
790 plans. It is beneficial if training and exercises occur regularly to educate recovery partners and  
791 stakeholders about the tribal recovery plan and to ensure recovery leadership and management  
792 capacity is maintained.

793 The pre-disaster planning process enables tribal governments to establish a recovery management  
794 structure to facilitate organization and coordination of recovery initiatives post-disaster. This  
795 includes identifying, planning, and training leadership to manage recovery (Tribal Disaster Recovery  
796 Coordinator, discussed below) and creating an organization or designating agencies that will provide  
797 recovery support in priority functional areas for the tribal government (e.g. housing, social services,  
798 infrastructure, etc.). Pre-disaster recovery planning will also allow tribal governments to develop a  
799 system to manage and monitor implementation of the recovery effort, enforce accountability, ensure  
800 accessibility, and track resources. Alignment with the Federal Recovery Support Function structure  
801 is optimal but not required; Federal agencies will adapt and align with the tribal recovery structure.

802 Post-disaster, tribal governments drive the process of assessing recovery needs, setting priorities and  
803 communicating and collaborating with local, state, Federal, and nongovernmental partners to address  
804 recovery needs. The implementation of a recovery management structure, led by a Tribal Disaster  
805 Recovery Coordinator to organize and manage recovery assistance, will facilitate the recovery  
806 process.

## 807 **Territories/Insular Areas**

808 The roles and responsibilities of territorial and insular area governments are similar to those of a  
809 state. They are responsible for coordinating resources to address actual or potential incidents. Due  
810 to their remote locations, territories and insular area governments often face unique challenges in  
811 receiving assistance from outside the jurisdiction quickly and often request assistance from  
812 neighboring islands, other nearby countries, states, the private sector or non-governmental resources,  
813 or the Federal government. Federal assistance is delivered in accordance with pertinent Federal  
814 authorities (e.g., the Stafford Act and other authorities of Federal departments or agencies).

## 815 **State, Tribal, and Territorial Disaster Recovery Coordinators**

816 The NDRF strongly recommends that state governors as well as tribal and territorial leaders appoint a  
817 State/Tribal/Territorial Disaster Recovery Coordinators (SDRC or TDRC) to lead disaster recovery  
818 activities for the jurisdiction.

819 The role of the SDRCs and TDRCs is to organize, coordinate and advance recovery. The  
820 SDRC/TDRC is the primary point of contact regarding recovery issues, and establishes and leads the  
821 recovery organizational structure. In addition, the individual occupying the position should be able

822 to represent and speak on behalf of their respective chief executives (e.g., governor, tribal leader).  
823 The SDRC/TDRC serves as the jurisdiction's primary point of contact with the Federal Disaster  
824 Recovery Coordinator (FDRC; discussed below). Pre-disaster, an SDRC or TDRC should coordinate  
825 development, training, and exercise of the jurisdiction disaster recovery plan.

826 Depending on the severity of the incident and anticipated scope and duration of disaster recovery  
827 efforts, the State Coordinating Officer (SCO) may fulfill the Recovery Coordinator role under the  
828 Stafford Act. However, after major disasters or catastrophic incidents, states, tribal, and territorial  
829 governments are encouraged to appoint a separate position to ensure recovery activities are well-  
830 managed while extended response and short-term recovery activities are ongoing. States applying  
831 the principles and capabilities outlined in this Framework have discovered advantages in appointing  
832 officials outside emergency management for this purpose; examples have included a senior official  
833 from the state economic development agency and representatives from the Office of the Governor.

834 In order to effectively organize and manage recovery, the SDRC and TDRC positions call for  
835 individuals with a strong basis in community development and good knowledge of the state, tribal, or  
836 territorial community demographics. Their primary role is to manage and coordinate redevelopment,  
837 revitalization, and building in a manner that engages the whole community and ensures inclusiveness  
838 in the community recovery process. This includes persons with disabilities, individuals with access  
839 and functional issues, and people with limited English proficiency. In order to effectively  
840 communicate with all stakeholders, SDRCs and TDRCs are encouraged to create a unified and  
841 accessible communication plan applicable to all recovery stakeholders. In cases where  
842 state/territorial and tribal communities are both impacted, coordination between the SDRC(s) and  
843 TDRC(s) will need to occur.

844 The SDRC or TDRC may participate in damage and impact assessments with other recovery partners  
845 to identify recovery priorities and will communicate these priorities to the state and Federal  
846 government as well as other recovery stakeholders and supporters. The SDRC provides support for  
847 local and/or tribal or territorial government recovery-dedicated organizations and initiatives and  
848 facilitates communication of statewide and local community recovery priorities to the FDRC.  
849 SDRCs and TDRCs also have a role in coordinating and leveraging state, tribal, territorial, Federal  
850 and other funding streams for recovery efforts and communicating issues and solutions to address  
851 recovery assistance gaps and overlaps.

852 To reduce the impact of future disaster events, the SDRC and TDRC should seek integration of  
853 critical mitigation, resilience, sustainability, and accessibility-building measures into the recovery  
854 plans and efforts. Such integration can begin during the pre-disaster recovery planning process, and  
855 will be an important focus of the SDRC or TDRC post-disaster.

856 Recovery efforts may be adjusted or improved based on tracking of progress measures. SDRCs and  
857 TDRCs should take care to document best practices for their respective jurisdictions to inform future  
858 planning efforts, as well as to facilitate peer-to-peer sharing of experiences.

## 859 **Federal Government**

860 Pre-disaster, Federal agencies work to build capacity for all core capabilities across the Recovery  
861 Support Functions (see Federal Coordinating Structures) through joint planning, training, and  
862 exercises. Guidance, training, and tools are developed for local, state, tribal and territorial  
863 governments and non-governmental organizations on pre-disaster recovery and mitigation planning.  
864 The Federal government promotes hazard mitigation through guidance and grants to reduce the  
865 impacts of disaster across the nation in addition to coordinating and developing continuity of



866 operations plans to ensure the uninterrupted continuation of essential services and functions.  
867 Government agencies also play roles as employers and need to have their own plans to protect and  
868 assist their employees during emergencies. In order to leverage the lessons learned and best practices  
869 of local communities, and state, tribal, and territorial governments, the Federal government may  
870 facilitate and coordinate peer-to-peer engagement to connect those who have navigated the recovery  
871 process.

872 When a disaster occurs that exceeds the capacity of state, tribal or territorial resources — or impacts  
873 Federal property, other areas of primary Federal jurisdiction, or national security interests — the  
874 Federal government may use the NDRF and its coordinating structures to engage necessary and  
875 available department and agency capabilities to provide enhanced coordination and support state,  
876 territorial, tribal, and local recovery efforts. Addressing the unique recovery need of each impacted  
877 community requires a national, collaborative effort of the whole community, including Federal  
878 agencies, local, state, tribal and territorial governments, community members, NGOs and the private  
879 sector.

880 The Federal government's supporting role is especially important during the early weeks after a  
881 disaster or catastrophic incident, when many local, state, tribal and territorial governments are  
882 overwhelmed with response and short-term recovery efforts. Federal agencies participate in and  
883 support recovery planning, capacity building and mitigation efforts through technical assistance,  
884 expertise or other assistance as requested and needed. The Federal government encourages adopting  
885 recovery actions that reduce future risk from hazards and increase resilience while remaining  
886 consistent with national laws and policies. Many Federal agencies may directly or indirectly  
887 contribute to meeting recovery needs of affected communities by delivering assistance provided  
888 under their normal authorities. The duration and extent of Federal support is determined in part by  
889 the scale and enduring impacts of the disaster and based on the ability of the community sustain  
890 recovery efforts on their own. The Federal government's disaster recovery management and support  
891 systems must be scalable and adaptable so changes can be made quickly and effectively to meet the  
892 needs of each specific disaster. Progress towards recovery objectives is continually evaluated and  
893 support efforts adjusted as needed to meet the needs of impacted communities, states, tribes, and  
894 territories.

895 The Federal government also plays an important role in providing accessible information to the  
896 public and all stakeholders involved in recovery, including information about Federal grants and  
897 loans with potential applications to recovery. In coordination with local, state, tribal, and territorial  
898 communicators, the Federal government is responsible for ensuring that information is distributed in  
899 an accessible manner and is well understood, so that the public, Congress, the private sector and all  
900 stakeholders are informed and aware of the process, and have realistic expectations for recovery.  
901 The Federal government also requires that all recipients of Federal assistance comply with civil  
902 rights obligations under Section 504 of the Rehabilitation Act and Title VI of the Civil Rights Act of  
903 1964. Federal agencies may also facilitate provision of geospatial and data analysis support to  
904 augment local, state, tribal and territorial data collection and analysis efforts.

905 Disasters and localities vary so widely that most recovery planning must be done at and focus on the  
906 local level. Nonetheless, some regional planning, coupled with Federal guidance or standards, can  
907 ensure the most effective application of outside resources and assistance. Major disaster and  
908 catastrophic incidents often cross municipal, county, state and tribal jurisdictions. State or national  
909 coordination encourages unity of effort among government agencies and non-governmental  
910 organizations to achieve the optimal benefit for those impacted.

## 911 **Federal Disaster Recovery Coordinator**

912 As needed, a Federal Disaster Recovery Coordinator (FDRC) is activated and deployed to implement  
913 a recovery coordination structure in close collaboration with local, state, tribal and territorial  
914 recovery leadership. The Federal Disaster Recovery Coordinator is a focal point for incorporating  
915 whole community inclusive recovery and mitigation considerations into the early decision-making  
916 processes, monitoring the impacts and results of such decisions and evaluating the need for additional  
917 assistance and adjustments where necessary and feasible throughout the recovery. The Federal  
918 agency that leads the recovery effort appoints an FDRC. Depending on the situation, an FDRC may  
919 be appointed to support one state or multiple states to facilitate regional, or even national,  
920 coordination.

921 The responsibilities of the FDRC are best met if the individual has an understanding of pre-disaster  
922 recovery planning as well as post-disaster recovery leadership and coordination. FEMA maintains a  
923 cadre of credentialed FDRC supporting the ten FEMA Regions. These standing FDRCs have pre-  
924 established relationships with partners at the federal, state, tribal, territorial and local levels in their  
925 region, including the private and nonprofit sectors. These standing FDRCs participate in and  
926 contribute to recovery training and exercises in their respective Regions to educate recovery partners  
927 and stakeholders about recovery planning and to ensure recovery management capacity is developed  
928 and maintained.

929 An FDRC may be appointed following a disaster in which enhanced recovery coordination support in  
930 needed. Once the FDRC is deployed, they work as a deputy to the Federal Coordinating Officer  
931 (FCO) for all matters concerning disaster recovery. The FCO is responsible for the overall  
932 management of the Federal response to the incident. The FDRC is responsible for facilitating  
933 disaster recovery coordination and collaboration between the Federal interagency and local, state,  
934 tribal, and territorial governments, the private sector, and voluntary, faith-based and community  
935 organizations. The FDRC partners with and supports the LDRM, SDRC and TDRC to facilitate  
936 disaster recovery. The FDRC works with Federal recovery partners to develop a strategic approach  
937 for coordinating Federal assistance and policies based on input from state, tribal, territorial and local  
938 government recovery partners. Throughout the recovery support process, the FDRC will ensure that  
939 progress towards strategic objectives is tracked in order to ensure Federal resources are being applied  
940 efficiently and effectively. The FDRC will collaborate with the SDRC/TDRC to communicate a  
941 clear, consistent message in multiple formats to ensure an accessible, comprehensive and culturally  
942 and linguistically appropriate communication outreach strategy.

943 The FDRC should ensure that recovery support involves the whole community, promotes  
944 inclusiveness and includes recovery communications and outreach to engage all stakeholders  
945 including individuals with disabilities, people with limited English proficiency, and others with  
946 access and functional needs.

947 The FDRC actively coordinates Recovery Support Function (see Coordinating Structures) operations  
948 and activities to focus Federal resources on the most pertinent recovery needs and to promote  
949 partnerships between the Federal government and stakeholders at the local, state, tribal, and  
950 territorial levels. The FDRC also actively seeks to incorporate mitigation measures into recovery  
951 support efforts through partnership with internal and external partners.

## 952 **FDRC Authority**

953 FDRC authority to facilitate disaster recovery coordination and collaboration is derived from the  
954 appropriate disaster recovery authority that may apply to the incident. Other Federal departments

955 and agencies carry out their disaster recovery authorities and responsibilities within the overarching  
956 construct of the NDRF. Additionally, nothing in the NDRF is intended to impact or impede the  
957 ability of any Federal department or agency to take an issue of concern directly to the President or  
958 any member of the President’s staff.

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983 **Core Capabilities**

984 The core capabilities are distinct critical elements necessary to achieve the National Preparedness  
 985 Goal. They provide a common vocabulary describing the significant functions that must be  
 986 developed and executed across the whole community to ensure national preparedness.

987 **Table 1: Core Capabilities by Mission Area<sup>8</sup>**

Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection	Access Control and Identity Verification Cybersecurity Intelligence and Information Sharing Interdiction and Disruption Physical Protective Measures Risk Management for Protection Programs and Activities Screening, Search, and Detection Supply Chain Integrity and Security	Community Resilience Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazard Identification	Critical Transportation Environmental Response/Health and Safety Fatality Management Services Fire Management and Suppression Infrastructure Systems Logistics and Supply Chain Management Mass Care Services Mass Search and Rescue Operations On-scene Security, Protection, and Law Enforcement Operational Communications Public Health, Healthcare, and Emergency Medical Services Situational Assessment	Economic Recovery Health and Social Services Housing Infrastructure Systems Natural and Cultural Resources

988

<sup>8</sup> Planning, Public Information and Warning, and Operational Coordination are common to all mission areas.

989 The Recovery core capabilities (see Table 2: Recovery Core Capabilities) are designed to address the  
 990 risks identified in the Strategic National Risk Assessment; to include Economic Recovery; Health  
 991 and Social Services; Housing; Infrastructure Systems; and Natural and Cultural Resources. Planning,  
 992 Public Information and Warning, and Operational Coordination are the core capabilities that cross all  
 993 mission areas.

994

**Table 2: Recovery Core Capabilities**

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

995

996 Developing and maintaining the Recovery core capabilities requires a multi-agency, interdisciplinary  
 997 approach that engages the whole community, including a wide range of service and resource  
 998 providers and stakeholders. Actionable efforts to build capabilities should be integrated across  
 999 mission areas.

## 1000 **Planning**

1001 Pre- and post-disaster planning is a prerequisite for the implementation of a well-orchestrated, well-  
1002 led and inclusive recovery process at the local, state, tribal, territorial and Federal levels.

1003 Preparedness initiatives help set the foundation for a recovery process that is then applied post event  
1004 to effectively and efficiently reach a community's disaster recovery goals. Both pre- and post-  
1005 disaster recovery planning are critical for communities to develop resilience and for successful and  
1006 timely recovery. All governments have the responsibility to develop recovery strategies prior to and  
1007 following a disaster.

### 1008 **Pre-Disaster Recovery Planning**

1009 Pre-disaster recovery planning enables local, state, tribal, territorial and Federal governments to  
1010 effectively direct recovery activities and expedite a unified recovery effort. Pre-disaster plans  
1011 provide a common platform to guide recovery decisions and activities. When done in conjunction  
1012 with local and regional comprehensive, community development and mitigation planning, pre-  
1013 disaster recovery planning helps to establish roles, responsibilities and partnerships; lay out recovery  
1014 priorities and policies; incorporate hazard mitigation strategies in the wake of a disaster; and, identify  
1015 post disaster processes and coordination. By integrating and coordinating planning initiatives among  
1016 the other mission areas as well as across other federal, state, tribal, territorial and local planning,  
1017 resilience is built.

1018 **Community-Based Planning:** The responsibility of preparing for disaster recovery begins with the  
1019 individual and builds to the larger responsibility of the community and local government.

1020 Community planning efforts need to reflect and involve the whole community and be supported by  
1021 voluntary, faith-based and community organizations; businesses; and local, state, tribal, territorial  
1022 and Federal governments. To support inclusiveness of all community members in pre-disaster  
1023 planning, local governments should employ a whole-community engagement strategy that builds  
1024 local resilience and promotes joint ownership of the community's recovery by all stakeholders.  
1025 Local governments are required to ensure community public meetings and communications are  
1026 accessible (e.g. facilities fully accessible to all people); and that all information is adequate, effective  
1027 and accessible.

### 1028 **Post-Disaster Recovery Planning**

1029 Post-disaster recovery planning supports a post event decision-making process to adapt and  
1030 implement pre-disaster priorities and policies. Post-disaster community recovery planning allows  
1031 local leaders and community stakeholders to make complex, community-wide decisions. The post-  
1032 disaster planning process is intended, first and foremost, to guide decisions and may not result in a  
1033 formal plan document being produced. Planning results in establishment of community vision, goals,  
1034 initiatives, programs, strategies and/or projects. A post-disaster recovery plan document is often  
1035 created when the complexity of the recovery and revitalization activities necessitates a more  
1036 elaborate process. The resulting document communicates the outcome of that complex process  
1037 through an integrated plan.

1038 Whether a formal document is created or not, a post-disaster planning process forms the foundation  
1039 for optimal integration of public, private, and non-governmental efforts across the recovery core  
1040 capabilities; the setting of recovery goals and priorities at the community level; and local  
1041 management of recovery and allocation of resources. The planning process aids community leaders  
1042 in setting and communicating benchmarks to measure progress toward a community-defined

1043 successful outcome. All disaster-impacted communities can benefit by engaging in disaster recovery  
1044 planning and developing inclusive strategies that are meaningful to multiple audiences, including  
1045 members of the community, potential funders, local, state, tribal, territorial and Federal governments.

## 1046 **Critical Tasks**

- 1047 • Convene the core of an inclusive planning team, identified pre-disaster, which will oversee  
1048 disaster recovery planning process.
- 1049 • Complete an initial recovery planning process that focuses on community based approaches  
1050 and provides an overall strategy for recovery.
- 1051 • Address all recovery core capabilities and integrate socioeconomic, demographic,  
1052 accessibility, and risk assessment considerations in recovery planning processes and  
1053 strategies.
- 1054 • Identify achievable, tangible community-based recovery actions and activities that support  
1055 the community's identified recovery goals.
- 1056 • Coordinate planning efforts across jurisdictional boundaries.

1057 The Operational Planning section elaborates on pre- and post-disaster planning activities and  
1058 considerations.

## 1059 **Public Information and Warning**

1060 During disaster recovery environment, local, state, tribal and territorial governments, the private  
1061 sector, non-governmental organizations, and Federal agencies work together to provide coordinated,  
1062 prompt, reliable and actionable information to the whole community to support recovery. Public  
1063 information messaging helps manage expectations throughout the recovery process and supports the  
1064 development of local, state and tribal government communications plans. Public  
1065 information/communications managers utilize a process that is inclusive and ensures accessibility to  
1066 all, including individuals with disabilities, those with limited English proficiency and others with  
1067 access and functional needs. Public warning about disasters and emergencies must be varied because  
1068 people with similar or even the same disabilities do not always have similar capabilities to receive  
1069 information. Information should be provided using American (or other) Sign Language, captioning  
1070 and computer assisted real time translation. Printed material should be provided in alternative  
1071 formats including Braille, electronic media or a format requested by a person with a disability.  
1072 People charged with communicating disaster messages to the public must remember the critical issue  
1073 is not getting the message out but making sure the message that goes out is one all members of the  
1074 whole community can take action on.

1075 Effective public information practices will ensure affected residents, including those temporarily  
1076 displaced due to the disaster, have the opportunity to communicate with community leaders and  
1077 provide input into recovery management planning and decisions. This ensures stakeholders have a  
1078 clear understanding of available assistance and their roles and responsibilities, makes clear the  
1079 requirements and time needed to achieve recovery, and includes information and referral help lines,  
1080 websites, social media, smartphone applications, kiosks and other media and websites for recovery  
1081 resources.

## 1082 Critical Tasks

- 1083 • Develop Communications Strategy to ensure stakeholders have a clear understanding of the  
1084 available assistance and their roles and responsibilities throughout the recovery process.
- 1085 • Manage expectations through clarity, accuracy, and transparency.
- 1086 • Ensure information is in accessible formats for the whole community, including individuals  
1087 with disabilities and others with access and functional needs, and owners and their animals  
1088 (household pets, service and assistance animals).
- 1089 • Provide achievable, tangible community-based recovery goals to local and other audiences;  
1090 follow-up with progress reports, as appropriate.

## 1091 Operational Coordination

1092 Operational Coordination crosses all mission areas and is critical to effective disaster recovery. The  
1093 effects of the disaster will present unique challenges and require different approaches in which  
1094 leadership will play a key role in building the confidence of the community and addressing impacts  
1095 in an effective manner. Successful recovery requires informed and coordinated leadership  
1096 throughout all levels of government, sectors of society and phases of the recovery process.

1097 Local, state, tribal and territorial governments have primary responsibility for the recovery of their  
1098 communities and will need leadership and coordination mechanisms in place in order to effectively  
1099 assess and evaluate recovery issues, determine priorities, engage partners and identify and coordinate  
1100 key resources, and implement recovery strategies. Engaging relevant agencies, departments and  
1101 advisors under an appropriately scaled coordination structure will increase the capacity of any single  
1102 agency to partner and facilitate recovery in support of state, tribal, territorial and local priorities. It  
1103 will also enhance access to recovery resources, including information sharing, technical assistance,  
1104 subject matter expertise and potential funding opportunities.

1105 The Operational Coordination core capability leads cross-sector, cross-capability integration to  
1106 ensure universal goals such as resilience, healthy communities, and inclusiveness are addressed  
1107 across all functional areas.

1108 Operational Coordination enables operational functioning and promotes more effective use of  
1109 resources, information sharing, and the collaboration of whole community partners; to include all  
1110 levels of government, private sector, nonprofit organizations, business and faith-based communities,  
1111 individuals and households, including people with disabilities, others with access and functional  
1112 needs, and owners and their animals (household pets, service and assistance animals). This  
1113 capability involves national, regional, and field level operations to coordinate ongoing recovery  
1114 operations.

## 1115 Critical Tasks

- 1116 • Lead, coordinate and drive the recovery process.
- 1117 • Coordinate and leverage recovery core capability resources.
- 1118 • Integrate the interests of the whole community into ongoing recovery efforts and future  
1119 initiatives.



- 1120 • Ensure cross-mission and cross-capability integration through information sharing and  
1121 coordination.
- 1122 • Establish mechanisms to more effectively engage whole community partners.
- 1123 • Improve future operational coordination through continual process improvements.

## 1124 **Economic Recovery**

1125 The Economic Recovery core capability integrates the expertise and resources of agencies and  
1126 organizations, both governmental and private sector, to facilitate the pre- and post-disaster efforts of  
1127 individuals, local, state, tribal, territorial and insular area governments and the private sector to  
1128 sustain and/or rebuild businesses and employment, and to develop economic opportunities that result  
1129 in inclusive, sustainable and economically resilient communities.

1130 Economic recovery is driven by a multitude of complex and interconnected components. The  
1131 contributions of the public sector, non-profits, and the private sector collectively absorb costs borne  
1132 from the disaster and take active steps to reestablish the local economy. The role of the private sector  
1133 in economic recovery cannot be understated as they not only serve critical rebuilding needs, but their  
1134 active participation in recovery planning efforts enriches the community recovery encouraging more  
1135 inclusiveness and effectiveness. The capacity of the community, region, and state to address  
1136 economic recovery challenges can be significantly enhanced by promoting pre-disaster recovery  
1137 planning. The economic recovery needs of local businesses, individuals, nonprofits, and governments  
1138 after a disaster are often temporal in nature – in that they tend to shift as time progresses. Too often  
1139 recovery efforts focus on providing assistance for issues that have since lapsed in criticality and  
1140 priority, effectively becoming “too little, too late” to be consequential. Pre-disaster recovery  
1141 planning can dramatically reduce the time needed to meet economic recovery challenges by  
1142 thoroughly engaging economic recovery stakeholders, their networks, and leverage existing  
1143 resources.

1144 After a disaster, the economic recovery core capability is best characterized as promoting  
1145 coordination, integration and collaboration among the economic recovery stakeholders of the  
1146 impacted area to support individual decision-making and leverage existing resources. Common  
1147 stakeholders in this effort include chambers of commerce, economic and workforce development  
1148 organizations, local governments and regional planning organizations. Each of these organizations  
1149 has a day-to-day responsibility to support economic development, workforce development or  
1150 business well-being in their community. A disaster necessitates a heightened focus of their efforts to  
1151 ameliorate the direct and indirect effects of the incident; to include impacts to the health sector of the  
1152 local economy. State, local, regional organizations and Federal agencies coordinate the delivery and  
1153 application of available resources to support local and state economic recovery priorities.

## 1154 **Critical Tasks**

- 1155 • Share, aggregate and integrate economic impact data to assess economic issues and identify  
1156 potential inhibitors to fostering stabilization of the affected communities.
- 1157 • Implement economic recovery strategies that integrate the capabilities of the private sector,  
1158 enable strong information sharing, and facilitate robust problem solving among economic  
1159 recovery stakeholders.

- 1160 • Ensure the community recovery and mitigation plan(s) incorporates economic recovery and  
1161 removes inhibitors to post-disaster economic resilience, while maintaining the rights of all  
1162 citizens.

## 1163 **Health and Social Services**

1164 Timely restoration and enhancement of health systems and social services is critical to a  
1165 community's disaster recovery and requires a unified effort from all partners and stakeholders in the  
1166 affected region. These partners and stakeholders include government agencies; aging, disability,  
1167 nonprofit, voluntary, faith-based and community organizations; for-profit businesses; service  
1168 providers; and individuals and families accessing services—the whole community. By working  
1169 together in an inclusive planning process, recovery stakeholders can identify pre-disaster deficits,  
1170 assess disaster-related impacts, target appropriate resources, and develop strategies to promote the  
1171 health and well-being of affected individuals and communities to foster community resilience.

1172 The Health and Social Services core capability includes anticipated disaster impacts to health care  
1173 services, social services, behavioral health services, environmental and public health, as well as food  
1174 and medical supply safety, children in disasters, and long-term health issues specific to responders.

## 1175 **Critical Tasks**

- 1176 • Identify affected populations, groups and key partners in short-term, intermediate, and  
1177 long-term recovery.
- 1178 • Complete an assessment of community health and social service needs, prioritize these  
1179 needs based on the whole community's input and participation in the recovery planning  
1180 process, and develop a comprehensive recovery timeline.
- 1181 • Restore health care (including behavioral health), public health, and social services  
1182 functions.
- 1183 • Restore and improve the resilience and sustainability of the health care system and social  
1184 service capabilities and networks to promote the independence and well-being of  
1185 community members in accordance with the specified recovery timeline.

## 1186 **Housing**

1187 The Housing core capability develops realistic permanent housing options consistent with principles  
1188 that are in line with and linked to existing long-term community plans and processes. Across all  
1189 efforts, the Housing core capability will actively support local, state, tribal, territorial, and insular  
1190 area governments and other external stakeholders in their efforts to expedite development of  
1191 permanent housing options within existing statutory and regulatory authorities.

1192 The core capability for housing is the ability to implement safe and healthy housing solutions that  
1193 effectively support the needs of the whole community and contribute to its sustainability and  
1194 resilience by ensuring community leadership and planners focus on adequate, affordable and  
1195 universally accessible housing. Housing is a critical and often challenging component of disaster  
1196 recovery. It is critical because local economies cannot recover from disasters without adequate  
1197 housing, especially affordable and accessible housing. It is challenging because many years' worth of  
1198 housing repair, rehabilitation, reconstruction and new construction often need to occur at an  
1199 accelerated pace as a result of a disaster and funding may not be available to fully support a  
1200 community's housing needs, especially affordable and accessible housing. The immediate need to

1201 rebuild and the lack of resources readily available to create design, construction, labor, materials,  
1202 logistics, inspection and financing issues.

### 1203 **Critical Tasks**

- 1204 • Assess preliminary housing impacts and needs, identify available options for temporary  
1205 housing, and assist with the local development of the plan for permanent housing.
- 1206 • Address affordable, accessible and workforce housing needs in their community planning  
1207 efforts.
- 1208 • Address interim housing needs, assess options for permanent housing, and define an  
1209 achievable timeline for achieving a resilient, accessible and sustainable housing market in  
1210 their community recovery plans.
- 1211 • Meet the resilient and sustainable permanent housing needs of the community, including the  
1212 need for accessible housing, and housing options for owners and their household pets within  
1213 the specified timeframe.

### 1214 **Infrastructure Systems**

1215 The Infrastructure Systems core capability integrates the efforts of the owners and operators of public  
1216 and private infrastructure. It is the extension of steady-state operations and maintenance and, in some  
1217 situations, defines new construction and system upgrade projects.

1218 The goal of the recovery process is to match the post-disaster infrastructure to the community's  
1219 projected demand on its built and virtual environment. It should be based to the greatest extent  
1220 possible on existing public-private collaborative structures such as those outlined in the National  
1221 Infrastructure Protection Plan. Pre-disaster planning and mitigation efforts are the key. Resource  
1222 owners play the primary role in including resilience in all activities and identifying the greatest  
1223 vulnerabilities in terms of their systems and the people and businesses they serve. Those processes  
1224 ensure options for protection have been explored and implemented to the maximum extent  
1225 possible. Actions identified but not addressed are acts of commission and included on unfunded  
1226 project inventories. Infrastructure Systems core capability partners promote planning through their  
1227 networks. Communities that engage in highly inclusive, public-private planning efforts are generally  
1228 able to function better, before, during and after a disaster. Additionally, mitigation efforts help to  
1229 minimize disaster consequences and put structures in position to recover faster.

1230 The Infrastructure Systems recovery effort is first and foremost about maintaining continuous  
1231 customer service. This necessitates work-arounds and patches that must be engineered in conjunction  
1232 with the permanent work. The principal driver for this complex effort is the empowerment of the  
1233 whole community. The Infrastructure Systems partners focus on this by sharing information,  
1234 identifying/leveraging resources and promoting common objectives. The mission of infrastructure  
1235 support begins during the initial response and continues by providing support to the recovery as long-  
1236 term activities increase. The public and private entities involved provide technical assistance,  
1237 regulatory easements as well as funded programs.

### 1238 **Critical Tasks**

- 1239 • Facilitate the restoration of and sustain essential services (public and private) to maintain  
1240 community functionality.

- 1241 • Coordinate planning for infrastructure redevelopment at the regional, system-wide level.
- 1242 • Develop a plan with a specified timeline for redeveloping and enhancing community
- 1243 infrastructures to contribute to resilience, accessibility, and sustainability.
- 1244 • Provide systems that meet the community needs while minimizing service disruption during
- 1245 restoration within the specified timeline in the recovery plan.

## 1246 **Natural and Cultural Resources**

1247 The Natural and Cultural Resources (NCR) Core Capability integrates the expertise and resources of  
 1248 all individuals, Federal, local, state, tribal, territorial and insular area governments and the private  
 1249 sector entities to preserve, protect, and restore the impacted community natural and cultural resources  
 1250 and historic properties in a way that is inclusive, sustainable and resilient.

1251 Resource caretakers play the primary role identifying each community's natural and cultural  
 1252 treasures and ensuring that options for their protection have been explored and implemented to the  
 1253 maximum extent possible. It is critical to prioritize these efforts when resources are limited. NCR  
 1254 core capability partners can promote pre-disaster planning through their networks. Communities that  
 1255 engage in highly inclusive, public-private planning and preparedness efforts are generally able to  
 1256 function better before, during and after a disaster. Additionally, mitigation efforts, such as  
 1257 identifying vulnerabilities and reducing risks by considering environmental friendly measures help to  
 1258 minimize disaster consequences and expedite recovery.

1259 The NCR recovery effort is first and foremost a preservation operation. By definition the resources  
 1260 are unique and often fragile commodities that must be protected/conserved since restoring or  
 1261 replacing them may be impossible. Therefore, the principal driver for any effort is the empowerment  
 1262 of the whole community. The NCR partners focus on this by engaging the whole community and  
 1263 improving information sharing, identifying/leveraging resources and promoting common objectives.

1264 The delivery of the NCR core capability builds from the pre-disaster activities of individuals and  
 1265 groups dedicated to natural and cultural resource wellbeing. These include those who earn a living  
 1266 from them to those who enjoy them for what they are. When disasters threaten/strike they  
 1267 concentrate on protection, then restoration and finally realizing opportunities to rebuild a more  
 1268 sustainable and resilient community.

## 1269 **Critical Tasks**

- 1270 • Implement measures to protect and stabilize records and culturally significant documents,  
 1271 objects, and structures.
- 1272 • Mitigate the impacts to and stabilize the natural and cultural resources and conduct a  
 1273 preliminary assessment of the impacts that identifies protections that need to be in place  
 1274 during stabilization through recovery.
- 1275 • Complete an assessment of affected natural and cultural resources and develop a timeline for  
 1276 addressing these impacts in a sustainable and resilient manner.
- 1277 • Preserve natural and cultural resources as part of an overall community recovery that is  
 1278 achieved through the coordinated efforts of natural and cultural resource experts and the  
 1279 recovery team in accordance with the specified timeline in the recovery plan.

1280

## Coordinating Structures and Integration

1281 Recovery leadership will need an effective coordination structure in place in order to assess and  
1282 evaluate recovery issues, determine priorities, engage partners and, identify and coordinate key  
1283 resources. Engaging agencies, departments and advisors under an appropriately scaled coordination  
1284 structure will increase the capacity of any single agency to partner and facilitate recovery in support  
1285 of regional, state, tribal, territorial and local priorities. It will also enhance access to recovery  
1286 resources, including information sharing, technical assistance, subject matter expertise, and potential  
1287 funding opportunities.

1288 Various options for a recovery coordination structure exist – what works in one place may not work  
1289 in another. Different models exist for developing coordination structures and mechanisms but they  
1290 are not mutually exclusive in that concepts can be integrated and used in a variety of ways,  
1291 depending on what works best for the state, tribal, territorial or local government.

1292 The Federal government uses Recovery Support Functions (RSFs) to coordinate key functional areas  
1293 of recovery support. RSFs bring together departments and agencies and many other supporting  
1294 organizations—including stakeholders not traditionally associated with emergency management—to  
1295 focus on the recovery needs. State and Federal coordinating structures can ensure that planning  
1296 includes efforts to coordinate Emergency Support Function (ESF) and RSF activities and highlight  
1297 linkages between them.

1298 Identifying a recovery coordination structure is a critical milestone in managing an effective,  
1299 efficient and equitable recovery process. The earlier these milestones are reached in the recovery  
1300 coordination process, the more time stakeholders will have to collaborate and leverage resources,  
1301 rather than duplicate efforts.<sup>9</sup>

### 1302 Non-governmental Organizations Coordinating Structures

1303 Non-governmental organizations (NGOs) may work as stand-alone entities, or convene in a variety  
1304 of different forums to strengthen partnerships, coordinate on activities, collaborate on plans, and  
1305 ensure that communication is occurring internally and externally to its partners. These coordinating  
1306 structures may be active during steady state and/or during disaster operations, and be engaged in the  
1307 different mission areas of preparedness, response, recovery, and mitigation. The following are a few  
1308 examples of NGO coordinating structures:

1309 • **Voluntary Organizations Active in Disaster.** VOADs are present at national, state and sub-  
1310 state levels. The National VOAD member agencies provide skilled direct services along the  
1311 continuum from disaster prevention and preparedness to response, recovery, and mitigation.  
1312 These member agencies provide their services through comprehensive, coordinated volunteer  
1313 resources in partnership with emergency managers. This cooperative effort has proven to be  
1314 the most effective way for a wide variety of volunteers and organizations to work together in  
1315 a crisis.

1316 State VOADs work pre-disaster to promote training and preparedness. They work post-  
1317 disaster to facilitate coordination of response and recovery efforts – to assist in immediate  
1318 coordination of voluntary agency response. At the state level, the VOAD may include local  
1319 member agencies that do not have a national program. The state VOAD often serves as

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<sup>9</sup> For more information on recovery coordination, FEMA's *Effective Coordination for State, Tribal, Territorial, and Local Incidents* guide can be found at <https://www.fema.gov/media-library/assets/documents/101940>.

1320 advocate and liaison between member agencies and the state government agencies.

- 1321 • **Community Organizations Active in Disaster.** COAD is an organization, based within a  
1322 community or geographic area that is composed of representatives from public, private and  
1323 not-for-profit agencies. A COAD will enhance the community’s ability to mitigate, prepare,  
1324 respond, and recover from disasters thus ensuring that human needs inherent in a disaster  
1325 situation are evaluated and addressed.

1326 COADs may be considered the successors to Unmet Needs Committees because they  
1327 represent many human services providers and a concern for the relief and recovery of  
1328 survivors of disasters. The similarity, however, ends there. COADs have a much broader  
1329 mission - to strengthen area-wide disaster coordination by sharing programs, policies,  
1330 information, joint planning and training. COADs will be active in all areas of emergency  
1331 management.

- 1332 • **Long-Term Recovery Groups/Interfaith Roundtable.** After a disaster occurs and with the  
1333 assistance of FEMA Voluntary Agency Liaisons or members of National VOAD, the local  
1334 faith community, government, voluntary organizations, citizens, and many other community  
1335 members come together to form a committee that will help address items that arise as a direct  
1336 result of a disaster. Examples include donations management, volunteer management, media  
1337 communications, case management, and other issues.

1338 No matter how a group is structured or what it calls itself— unmet needs committee,  
1339 interfaith, organization, coalition, roundtable, partnership, coordinating council, etc.—the  
1340 goal is the same: to unite recovery resources with community needs in order to ensure that  
1341 even the most vulnerable in the community recover from disaster. The Unmet Needs  
1342 Committee may also be a subset of these local groups and in coordination with organizations  
1343 providing case management services to disaster survivors, may extend years into recovery.

- 1344 ○ *Unmet Needs Committee.* Disaster survivors may have disaster-caused recovery needs  
1345 that cannot be fully met by traditional government programs due to eligibility or  
1346 program limitations. The Unmet Needs Committee is comprised of organizations that  
1347 bring monetary, in-kind, or support and service resources and may be able to fill an  
1348 unmet need of individuals, families, and households. Community needs may arise in  
1349 this forum, but are better addressed and coordinated through the planning capabilities  
1350 of community planners. Private sector, local, voluntary, community, and faith-based  
1351 organizations may identify and coordinate resources amongst each other to meet the  
1352 identified needs. Early identification of issues and establishment of long-term case  
1353 management is critical to addressing unmet needs. Case managers perform due  
1354 diligence on each disaster survivor’s case to avoid duplication of benefits and  
1355 services, the case is then presented to the Unmet Needs Committee. The  
1356 organizations then collaborate on if and how they will fill the need for assistance.  
1357 This funding committee is coordinated to support whatever disaster case management  
1358 program, be it Federal or local community based, is determined.

1359 Typical areas of enduring need after a disaster include long-term mental and  
1360 behavioral health concerns for children and adults in relation to traumatic events  
1361 induced or exacerbated by the disaster; transportation for and during relocation; long-  
1362 term housing including housing that recognizes the need for accessibility and  
1363 affordability; children’s stability within schools and child care settings; investigation

1364 of underinsured properties; affordability of home repairs or insurance deductibles;  
1365 legal services; middle-class families who are outside the purview of traditional  
1366 poverty relief or may be either ineligible or unaware of programs offered through  
1367 agencies that assist the poor; and accessible financial assistance, including low  
1368 interest loans; non-medical supportive services, including respite and other family  
1369 caregiver assistance.

### 1370 **Local Coordinating Structures**

1371 Local jurisdictions implement a variety of coordination structures to help identify risks, establish  
1372 relationships, organize, and build capabilities to effectively manage disaster recovery. Due to the  
1373 unique partnerships, geographic conditions, and threats each jurisdiction faces, as well as the  
1374 capabilities of each jurisdiction, the coordinating structures at the local level will vary. Local  
1375 communities have specific cultures, values, norms and laws that reflect their history, residents, and  
1376 geography. Coordination structures will build upon, rather than replace, the existing local  
1377 organizations and entities within the community. Examples of possible local recovery coordination  
1378 structures include –establishing a task force(s), or setting up a recovery committee. These structures  
1379 organize and integrate their capabilities and resources with neighboring jurisdictions, the state, tribes,  
1380 the private sector, and NGOs. Ideally, the local coordination structure should be coordinated by an  
1381 LDRM where possible to best integrate with state, tribal, territorial and Federal structures (see Local  
1382 Disaster Recovery Managers).

### 1383 **State/Territorial Coordinating Structures**

1384 States and territories leverage the capabilities and resources of partners across the state when  
1385 identifying needs and building capabilities for recovery. Much like the local coordination structures,  
1386 the state and territorial structures will also vary greatly depending on factors such as geography,  
1387 population, industry, and culture. State and territorial statutes will also be a consideration in defining  
1388 a structure that meets the needs of the state, specifically in determining interaction with local  
1389 jurisdictions throughout recovery. The capacity of local jurisdictions within a state or territory to  
1390 lead, manage, and plan for recovery will be a factor in the state structure that works most effectively.  
1391 One size will not fit all states, and what works in one state may not work for another. State and  
1392 territorial structures are designed to leverage appropriate representatives from across the whole  
1393 community – some of whom may also participate in local or regional coordinating structures.  
1394 Examples of possible state coordination structures include – adopting RSFs, Governor’s  
1395 Commission, state agency task force, state office (legislatively appointed). Previous experience of  
1396 states integrating with the Federal recovery structure suggests that they often find it beneficial to  
1397 place recovery leadership in a different agency from that leading response. A state or territorial  
1398 structure, however it is organized, is coordinated by an SDRC/TDRC or similar senior official (see  
1399 State, Tribal, and Territorial Disaster Recovery Coordinators).

### 1400 **Tribal Coordinating Structures**

1401 Tribal nations work internally, as well as with local, state, and Federal counterparts in recovery (see  
1402 **Error! Reference source not found.**). Each tribe is unique in many aspects including native  
1403 language, population size, reservations that cross multiple state lines, (e.g. Navajo Nation includes  
1404 Utah, Colorado, New Mexico and Arizona), cultural norms, political and legal structures, available  
1405 resources and relationships with surrounding jurisdictions. All of these factors will influence the  
1406 tribal coordination structure that will be most effective. Tribes will interact directly with the Federal  
1407 government, but will also need to interact with the state and local governments surrounding tribal

1408 lands, and may engage with other private-sector and non-governmental partners as well. A TDRC or  
1409 similar senior official is responsible for coordinating whatever structure is established (see State,  
1410 Tribal, and Territorial Disaster Recovery Coordinators).

## 1411 **Federal Coordinating Structures**

1412 The Recovery Support Functions comprise the NDRF coordinating structure for key functional areas of  
1413 assistance. Their purpose is to support state, tribal, territorial and local governments by facilitating  
1414 problem solving, improving access to resources, integrating principles of resiliency, sustainability  
1415 and mitigation and fostering coordination among state, tribal, territorial and Federal agencies,  
1416 nongovernmental partners and stakeholders.

1417 Under the direction of the FDRC, the principal official responsible for integration of expertise across  
1418 federal programs, the RSFs bring together the capabilities of Federal departments and agencies and other  
1419 supporting organizations to focus on recovery issues and needs. The RSFs are organized into six  
1420 functional components and through coordination with relevant stakeholders and experts are brought  
1421 together during pre-disaster planning and when activated post-disaster to identify and resolve recovery  
1422 challenges. The six RSFs include Community Planning and Capacity Building; Economic Recovery;  
1423 Health and Social Services; Housing; Infrastructure Systems; and Natural and Cultural Resources and are  
1424 described in Table 3: Recovery Support Functions. Each RSF is headed by a coordinating agency, under  
1425 which supporting agencies and entities provide subject matter expertise for a particular sector or issue.  
1426 Supporting agencies appear across multiple RSFs. RSFs and stakeholders organize and request assistance  
1427 and/or contribute resources and solutions. Together, these RSFs help facilitate stakeholder participation  
1428 and promote intergovernmental and public-private partnerships.

1429 This Framework is not intended to impose new, additional, or unfunded net resource requirements on  
1430 Federal agencies. Instead, the NDRF aims to leverage and concentrate the effects of existing Federal  
1431 resources, programs, projects and activities through an organization of Recovery Support Functions  
1432 to promote effective recovery for affected areas before and after disasters. FEMA facilitates inter-  
1433 RSF coordination at the national level. The Federal Disaster Recovery Coordinator facilitates the  
1434 inter-RSF coordination at the Regional and field level.

1435 Each of the RSF member agencies brings subject matter expertise, authorities and resources to the  
1436 table. The Recovery Federal Interagency Operational Plan includes Annexes for each RSF which  
1437 can be found at [www.fema.gov](http://www.fema.gov). The Annexes include how RSFs help to increase community  
1438 disaster resilience by coordinating to ensure cost-effective and efficient delivery of assistance. The  
1439 Annexes also define how risk information and risk reduction technical expertise will be integrated  
1440 into the work of each RSF in support of recovery, including promotion of the use of the most  
1441 appropriate and cost-effective practices during recovery.

1442 Each RSF has a designated coordinating agency along with primary agencies and supporting  
1443 organizations with programs relevant to the functional area. Each RSF Coordinating Agency  
1444 designates a senior level principal to serve as the RSF National Coordinator, provides significant  
1445 engagement and management for the RSF, and ongoing communication and coordination between  
1446 the primary agencies and support organizations for the RSFs, and between the Federal agencies.  
1447 Primary agencies are designated on the basis of their authorities, resources, and capabilities as well as  
1448 supporting agencies which may bring relevant subject matter expertise and technical assistance as



1449 needed.<sup>10</sup>

1450 The Federal Government and many state governments organize their response resources and  
1451 capabilities under the Emergency Support Function (ESF) construct. ESFs have proven to be an  
1452 effective way to coordinate and manage resources to deliver the Response core capabilities. The  
1453 Federal ESFs are the primary, but not exclusive, Federal coordinating structures for building,  
1454 sustaining, and delivering the response core capabilities. The ESFs are vital structures for responding  
1455 to incidents of varying sizes and scope.

1456 Similar to the RSFs, the Federal ESFs bring together the capabilities of Federal departments and  
1457 agencies and other assets. ESFs are not based on the capabilities of a single department or agency,  
1458 and the functions for which they are responsible cannot be accomplished by any single department or  
1459 agency. Instead, Federal ESFs are groups of organizations that work together to deliver core  
1460 capabilities and support an effective response.

1461 Because of the natural relationship between response and recovery efforts and the fact that response  
1462 and recovery activities often occur simultaneously, the responsibilities of some ESFs correspond and  
1463 integrate with the responsibilities of Recovery Support Functions. The RSFs frequently build on the  
1464 ESF resources and short-term recovery efforts applied by the ESFs to meet basic human needs to  
1465 integrate short-term recovery efforts with intermediate and long-term recovery needs. Recovery  
1466 cannot wait until those occupied with response and short-term recovery activities have time and  
1467 space to start thinking about recovery. A discrete and well-resourced recovery focus, operating at the  
1468 same time as response activities, is established to ensure that communities wrapping up response  
1469 activities are positioned to find themselves ahead of the curve in organizing and planning for major  
1470 reconstruction and redevelopment necessary for recovery. Early in recovery, the FDRC, SDRC,  
1471 TDRC, LDRMs, and the RSF coordinators are working closely with ESF leads to share information  
1472 about impacts, assistance provided, and working relationships at all levels. The shift from response  
1473 to recovery activities depends on the nature of the activity, and may vary considerably between  
1474 RSFs. In light of this fact, while there is a gradual ramping down of ESF activity as operations  
1475 transition from response to recovery, there will often be a continuing presence of select ESF activity  
1476 once RSFs are fully engaged in the recovery mission.

1477 It is essential to the success of the NDRF that all partners address responsibilities across the recovery  
1478 continuum, including preparedness, mitigation and development activities as well as post-incident  
1479 stabilization and recovery actions. The relationships and integration between the RSFs and the  
1480 coordinating structures of other mission areas at the Federal level are detailed in the FIOPs.

1481 **Table 3: Recovery Support Functions**

### COMMUNITY PLANNING AND CAPACITY BUILDING

The Community Planning and Capacity Building RSF unifies and coordinates expertise and assistance programs from across the Federal Government as well as non-government partners to aid local and tribal governments with resources for building their local capabilities to effectively

<sup>10</sup> Note that the primary mission of the U.S. Department of Defense (DOD) and its components is national defense. Because of this critical role, resources are committed after approval by the Secretary of Defense or at the direction of the President. When Federal military and civilian personnel and resources are authorized to support civil authorities, command of those forces remain with the Secretary of Defense.

lead, plan, and manage recovery, and engage the whole community in the recovery planning process.

**Relevant Recovery Core Capabilities:** Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** Department of Homeland Security/FEMA

**Primary Agencies:** FEMA; Department of Housing and Urban Development

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

## ECONOMIC RECOVERY

Economic Recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. The Economic Recovery RSF integrates the expertise of the Federal Government to help local, state, tribal and territorial governments and the private sector sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after a disaster.

**Relevant Recovery Core Capabilities:** Economic Recovery, Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** Department of Commerce

**Primary Agencies:** Department of Agriculture; Department of Commerce; Department of Homeland Security; Department of Labor; Department of the Treasury; Federal Emergency Management Agency; Small Business Administration

**Supporting Organizations:** Corporation for National and Community Service; Delta Regional Authority; Department of Health and Human Services; Department of Housing and Urban Development; Department of the Interior; Environmental Protection Agency

## HEALTH AND SOCIAL SERVICES

Health and social services is the ability to restore and improve health and social services networks to promote the resilience, health, independence and well-being of the whole community. The Health and Social Services RSF outlines the Federal framework to support locally-led recovery efforts to address public health, health care facilities and coalitions, and essential social service's needs. Displaced individuals in need of housing will also need health and social services support. Healthcare is a major economic driver in many communities, which - if damaged by a disaster - make this sector critical to most communities' disaster recovery.

**Relevant Recovery Core Capabilities:** Health and Social Services, Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** Department of Health and Human Services

**Primary Agencies:** Corporation for National and Community Service; Department of Education; Department of Homeland Security/National Protection and Programs Directorate; Department of Homeland Security/Office for Civil Rights and Civil Liberties; Department of the Interior; Department of Justice; Department of Labor; Environmental Protection Agency; Federal Emergency Management Agency

**Supporting Organizations:** American Red Cross; Department of Agriculture; Department of Transportation; Department of the Treasury; Department of Veterans Affairs; National Voluntary Organizations Active in Disaster; Small Business Administration

## HOUSING

The Housing RSF coordinates and facilitates the delivery of Federal resources to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Housing is a critical and often challenging component of disaster recovery, but must be adequate, affordable and accessible to make a difference for the whole community.

**Relevant Recovery Core Capabilities:** Housing, Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** Department of Housing and Urban Development

**Primary Agencies:** Department of Agriculture; Department of Justice; Department of Housing and Urban Development; Federal Emergency Management Agency

**Supporting Organizations:** American Red Cross; Corporation for National and Community Service; Department of Commerce; Department of Energy; Department of Health and Human Services; Department of Veterans Affairs; Environmental Protection Agency; General Services Administration; National Voluntary Organizations Active in Disaster; Small Business Administration; U.S. Access Board

## INFRASTRUCTURE SYSTEMS

The Infrastructure Systems RSF works to efficiently facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improves resilience to and protection from future hazards.

**Relevant Recovery Core Capabilities:** Infrastructure Systems, Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** U.S. Army Corps of Engineers

**Primary Agencies:** Department of Energy; Department of Homeland Security; Department of Transportation; Federal Emergency Management Agency; U.S. Army Corps of Engineers

**Supporting Organizations:** Delta Regional Authority; Department of Agriculture; Department of Commerce; Department of Defense; Department of Education; Department of Health and Human Services; Department of Homeland Security; Department of Housing and Urban Development; Department of the Interior; Department of the Treasury; Environmental Protection Agency; Federal Communications Commission; General Services Administration; Nuclear Regulatory Commission; Tennessee Valley Authority

## NATURAL AND CULTURAL RESOURCES

Natural and Cultural Resources RSF facilitates the integration of capabilities of the Federal government to support the protection of natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resources laws.

**Relevant Recovery Core Capabilities:** Natural and Cultural Resources, Planning, Public Information and Warning, Operational Coordination

**Coordinating Agency:** Department of Interior

**Primary Agencies:** Department of the Interior; Environmental Protection Agency; Federal Emergency Management Agency

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

### 1482 Pre-Disaster and Steady State Roles

1483 RSFs provide a forum for interagency coordination, information sharing and exchange of effective  
1484 practices. RSFs develop guidance and standard operating procedures for rapid activation of their  
1485 capabilities to support community recovery. Each RSF identifies relevant statutory and/or regulatory  
1486 programs, potential capabilities and/or limiting factors pertaining to recovery support for their  
1487 functional area of assistance. RSFs may also support planning, preparedness, education, training and  
1488 outreach efforts to enhance capabilities for recovery. Each RSF works with partners to identify  
1489 critical facilities and ensure considerations are made to reduce risk pre- and post-disaster.

1490 FEMA, in close collaboration with the RSF agencies, coordinates Federal guidance and training to assist  
1491 local, state and tribal governments with inclusive disaster recovery preparedness. This includes planning,  
1492 organizational development and management capacity building, support of community resilience-  
1493 building, training, exercise, evaluation and improvement.

1494 FEMA is charged with convening RSF coordination meetings, as necessary, to discuss on-going recovery  
1495 operations and agency efforts to promulgate resiliency into steady-state programs and policies.

1496 During steady-state, RSF coordinating agencies will oversee the preparedness activities and  
1497 coordinate with its primary and support agencies; to include:

- 1498 • Maintaining contact with RSF primary and support agencies through conference calls,  
1499 meetings, training activities, and exercises;
- 1500 • Monitoring the RSF's progress in meeting the targets of the recovery core capabilities it  
1501 supports;
- 1502 • Coordinating efforts with corresponding private sector, NGO, and Federal partners; and
- 1503 • Ensuring the RSF is engaged in appropriate planning and preparedness activities.

#### 1504 **Recovery Support Functions Leadership Group**

1505 The Recovery Support Function Leadership Group (RSFLG) is a Federal interagency body designed  
1506 to identify and facilitate resolution of operational and policy issues related to the NDRF, and  
1507 recovery-related elements of Presidential directives for National Preparedness and Critical  
1508 Infrastructure Security and Resilience. The RSFLG engages the interagency leadership in a forum to  
1509 improve the effectiveness and unity of effort in coordinating the Federal recovery support of the eight  
1510 recovery core capabilities. RSFLG meetings support information exchange and updates on programs  
1511 that directly affect the roles and responsibilities of the RSFs as described in the NDRF. RSFLG  
1512 membership consists of senior officials who can speak authoritatively and represent each NDRF  
1513 coordinating, primary, and supporting Federal agency; Federal Emergency Management Agency  
1514 Headquarters and Regional offices (Regional Administrators and Federal Disaster Recovery  
1515 Coordinators); and selected other Federal departments and agencies as designated by the RSFLG  
1516 Chair.

#### 1517 **Post-Disaster Roles**

1518 FEMA will serve as a focal point for all interagency coordination for disaster recovery issues at the  
1519 headquarters level. FEMA will coordinate all RSF activities at the national level through the  
1520 designated RSF coordinating and primary agencies. After an incident, FEMA may provide technical  
1521 assistance to the FCO or other responsible response leadership to determine if an FDRC activation is  
1522 appropriate. During disaster recovery operations, FEMA provides consultation support and  
1523 facilitates coordination with executive level leadership for the FDRC and deployed RSFs. It also  
1524 coordinates the efforts of the RSF Coordinating Agencies at the national level to support their field  
1525 components. In major disasters and catastrophic incidents, FEMA supports the deployed FDRC to  
1526 coordinate recovery efforts and the deployed RSFs.

1527 RSF agencies provide assistance when requested by the FDRC or the designated RSF coordinator,  
1528 consistent with their own authority and resources, or as directed pursuant to Section 402 (Mission  
1529 Assignments) of the Stafford Act.

1530 The agencies participating in each RSF collaboratively develop operational guidance for use in  
1531 recovery preparedness and disaster recovery operations. RSFs operate under the leadership of the  
1532 FDRC who utilizes overarching coordinating constructs to effectively manage and consolidate the  
1533 RSF support.

1534 The Federal government uses an inclusive process to ensure coordination with local and state elected  
1535 officials and sovereign tribal nations to identify priorities for the application of federal resources. In  
1536 engaging with disaster-affected communities, the RSFs seek to specifically include and address the  
1537 needs of individuals with disabilities, those with access and functional needs, children, older adults,  
1538 individuals with limited English proficiency and members of underserved populations.

1539 The RSFs work closely with state, tribal, and territorial governments to identify underserved  
1540 populations at the local level. The RSFs also coordinate with Federal Tribal Liaisons, Voluntary  
1541 Agency Liaisons, Disability Integration Advisors and other Federal offices, bureaus and programs  
1542 when necessary. Local non-governmental organizations and community groups often have strong  
1543 relationships with the underserved populations. The FDRCs, through the RSFs, collaborate with  
1544 these organizations to ensure that programs are culturally appropriate and that at-risk populations and  
1545 their needs are identified.

1546 In all actions, FDRCs and RSFs strive for affected residents to have a voice; for services to reach  
1547 those who need them most; for equitable distribution of resources; and for recovery programs  
1548 appropriate for the socioeconomic and cultural makeup of the community.

## 1549 **Integration**

1550 Effective recovery requires the integration of coordinating structures across the whole community.  
1551 Integration must happen within and across mission areas for recovery efforts to be successful. At the  
1552 Federal level, the RSFs must work internally to coordinate the efforts of the coordinating, primary  
1553 and supporting agencies. Additionally, because many recovery issues and challenges involve  
1554 multiple RSFs, coordination among the RSFs is equally important. Coordinated and integrated  
1555 federal support is ideal to support communities as they work to achieve their established recovery  
1556 goals.

1557 The established federal coordinating structures must also integrate with those established at the local,  
1558 state, tribal, and territorial levels, as well as with private sector and NGO coordinating structures that  
1559 may be established. Integration of these coordination structures occurs at the leadership level through  
1560 the FRDC, SDRC and/or TDRC, and the LDRM; and at the function-level through RSFs, task forces,  
1561 committees and other organizational structures.

## 1562 **Relationship to Other Mission Areas**

1563 Effective recovery requires the ability for the recovery coordinating structures to link to and share  
1564 information with the coordinating structures in other mission areas. For example, effective  
1565 mitigation efforts directly impact recovery. Establishing close working relationships, lines of  
1566 communication, and coordination protocols between protection, prevention, response, and recovery  
1567 and mitigation mission areas is critical to achieving disaster recovery.

1568 All five mission areas integrate with each other through interdependencies, shared assets, and  
1569 overlapping objectives. These overlapping areas are identified through comprehensive planning with  
1570 the whole community to ensure that they are addressed during recovery efforts following an incident.

1571 Recovery integrates with the other four mission areas of Prevention, Protection, Mitigation, and  
1572 Response through interdependencies, shared assets, and overlapping objectives. In pre-disaster  
1573 efforts to enhance the community's ability to recover from a disaster, and during recovery planning  
1574 and implementation post-disaster, all five mission areas must work together to avoid unnecessary  
1575 conflicts that can negatively affect resources, timeframes and another's objectives. More  
1576 importantly, the mission areas must work together to better coordinate, leverage, and maximize one  
1577 another's focus, expertise and authorities to help build, sustain, and improve our nation's ability to  
1578 prepare for, protect against, respond to, recover from, and mitigate all hazards and disasters. The  
1579 following examples highlight how the Recovery integrates with the other four mission areas.

## 1580 **Prevention**

1581 After a terrorist incident, public information and security related to law enforcement activities will  
1582 impact recovery. Through the management of the release of public information following an incident,  
1583 follow-on attacks can be prevented while initiating psychological and social recovery efforts.  
1584 Additionally, proper recovery planning can ensure that all available resources and response assets are  
1585 identified and trained to fill relevant vulnerability gaps to meet evolving threats that may prolong  
1586 recovery efforts. Finally, proper crisis response plans can aid in the prevention of significant  
1587 economic loss resulting from an incident and damage to vital infrastructure.

## 1588 **Protection**

1589 Previous protection activities may reduce recovery requirements. Implementation of plans for the  
1590 rapid restoration of critical infrastructure and key resource operations enhance recovery efforts.  
1591 Recovery efforts, such as a comprehensive land use policy that can protect existing community  
1592 functions, promote innovative approaches and solutions to address preparedness, mitigation, and  
1593 resilience issues before a disaster strikes. Recovery plans developed post-disaster can incorporate  
1594 protection measures to harden potential targets and make communities more resilient to future  
1595 incidents.

## 1596 **Mitigation**

1597 Previous mitigation activities may reduce recovery requirements. Opportunities for mitigation occur  
1598 during recovery. Following an incident, recovery efforts can capitalize on the critical post-disaster  
1599 window of opportunity to influence public opinion to take steps toward mitigation. These mitigation  
1600 concepts can be communicated to community officials; homeowners; nongovernmental  
1601 organizations; and private sector owners, operators, and managers to minimize risks resulting from  
1602 future incidents. Application of mitigation initiatives and investments pre-disaster can aid in  
1603 reducing recovery resource requirements post-disaster. Proper recovery planning can ensure that all  
1604 levels of government work to implement disaster resistant building codes and incentivize private  
1605 sector and individual pre-disaster preparedness activities and mitigation. Finally, recovery plans  
1606 should work to incorporate health considerations and resilience and sustainability measures into  
1607 identified infrastructure systems and housing recovery strategies.

## 1608 **Response**

1609 The National Response Framework and Emergency Support Function activities will be the  
1610 foundation for early recovery processes and decision-making. The NDRF does not speak to short-  
1611 term activities such as life sustaining, property protection and other measures intended to neutralize  
1612 the immediate threat to life, environment and property, as well as to stabilize the community.  
1613 However, these activities influence recovery activities, necessitating the need for a structure to  
1614 consider and advise on recovery implications during the early phases of incident management. The  
1615 recovery organizational constructs introduced in the NDRF coexist with Emergency Support  
1616 Functions and build upon the response organizational structure and resources to more effectively  
1617 address inclusive recovery needs. These constructs incorporate and adopt the central tenets of the  
1618 National Incident Management System and support the primacy of local, state and tribal governments  
1619 in preparing for and managing the response and recovery from natural and human-caused disasters.

1620 The NDRF also provides the tools to encourage early integration of recovery considerations into  
1621 planning the response operations. The Response and Recovery mission areas include some of the  
1622 same people and organizations; therefore, each coordinating agencies ensures ongoing

1623 communication and coordination between primary agencies and support organizations, and between  
1624 the Federal agencies and corresponding local, state, tribal, and territorial authorities, and nonprofit  
1625 and private sector organizations.

## 1626 Operational Planning

1627 The National Planning Frameworks explain the role of each mission area in national preparedness  
1628 and provide the overarching strategy and doctrine for how the whole community builds, sustains and  
1629 coordinates the delivery of the core capabilities. The concepts in the Frameworks are used to guide  
1630 planning at all levels, which provides further information regarding roles and responsibilities,  
1631 identifies the critical tasks an entity will take in executing core capabilities, and identifies resourcing,  
1632 personnel and sourcing requirements.

1633 At the Federal level, each Framework is supported by a mission area specific Federal Interagency  
1634 Operational Plan (FIOP) (see Supporting Resources). Comprehensive Preparedness Guide 101<sup>11</sup> is a  
1635 guide for local, state, tribal and territorial governments to develop a disaster planning process. The  
1636 following section elaborates basic guidance for planning as applied within the Recovery mission  
1637 area.<sup>12</sup>

### 1638 Planning Assumptions

1639 Assumptions are made as part of every strategy development process. Recovery planning  
1640 assumptions are typically broad and help to frame the objective of the planning effort. They require  
1641 acknowledgement that planning objectives are complex and apply to a wide range of stakeholders at  
1642 every level of government and non-governmental and private sector organizations. Some  
1643 overarching recovery

1644 Planning assumptions include:

- 1645 • Future risk is evolving and presents new challenges.
- 1646 • Incidents are typically managed at the lowest possible geographic, organizational and  
1647 jurisdictional level.
- 1648 • Resilience, both physical and social, is a desired outcome –the state of being able to adapt to  
1649 changing conditions and then withstand and effectively rebound from the impacts of disasters  
1650 and incidents.
- 1651 • Resilience can be acquired through a process of pre- and post-disaster planning, leadership  
1652 development and partnership building.

### 1653 Planning Activities

1654 The following table outlines the unique aspects of the recovery mission that apply to pre- and post-  
1655 disaster for strategic, operational and tactical planning.

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<sup>11</sup> *Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide 101* can be found at <https://www.fema.gov/media-library/assets/documents/25975>.

<sup>12</sup> Recovery specific planning guidance for local, state, tribal and territorial governments is under development. It will be posted on <https://www.fema.gov> when published.



1656

Table 4: Strategic, Operational and Tactical Level Recovery Planning Activities

<b>Strategic</b> <i>Driven by policy, establishes planning priorities</i>	
<i>Pre-Disaster</i>	<i>Post-Disaster</i>
<ul style="list-style-type: none"> <li>• Develop a mitigation plan that establishes long-term risk reduction priorities and policies to guide post-disaster recovery and redevelopment.</li> <li>• Establish pre-disaster priorities and policies to guide recovery and reinvestment across the other recovery core capabilities.</li> <li>• Develop an inclusive and accessible whole community public engagement strategy.</li> <li>• Evaluate current conditions; assess risk, vulnerability, and potential community-wide consequences.</li> <li>• Integrate recovery and mitigation goals and policies into other federal, state regional, and community plans.</li> <li>• Establish priorities and identify opportunities to build resilience, to include sustainable development, equity, community capacity, and mitigation measures</li> </ul>	<ul style="list-style-type: none"> <li>• Assess community conditions, re-assess risk, evaluate needs, and forecast future needs and trends.</li> <li>• Set goals and objectives – short, intermediate and long-term, engaging the public in the process.</li> <li>• Identify opportunities to build in future resilience through mitigation.</li> <li>• Consider standards for sustainable, universally accessible, healthy community design and construction that also integrates mitigation and long term resilience building activities.</li> <li>• Ensure policies are inclusive of the whole community including people with disabilities and others with access and functional needs.</li> </ul>
<b>Operational</b> <i>Describes roles and responsibilities, focuses on coordinating and integrating the activities of the whole community</i>	
<i>Pre-Disaster</i>	<i>Post-Disaster</i>
<ul style="list-style-type: none"> <li>• Establish clear leadership, operational coordination and decision-making structures at the local, state, tribal, territorial and Federal levels.</li> <li>• Develop pre-disaster partnerships to ensure engagement of all potential resources.</li> <li>• Identify and engage whole community stakeholders including the general public, community leaders, faith-based organizations, nonprofit organizations, private sector entities, and health providers (including behavioral health).</li> <li>• Identify limitations in community recovery management capacity and the means to supplement this capacity, such as training and education, and make it available to all</li> </ul>	<ul style="list-style-type: none"> <li>• Organize, build on, and adapt as necessary, pre-existing plans and priorities, including pre-disaster recovery and mitigation plans.</li> <li>• Use a community-driven and locally-managed process, designed to promote local decision-making and ownership of the recovery planning and implementation effort.</li> <li>• Work collaboratively with all groups of people affected by the disaster to promote inclusive and accessible outreach to their communities and address issues relevant to them.</li> <li>• Ensure inclusion and encourage participation of individuals and communities that may require alternative</li> </ul>

<p>stakeholders.</p> <ul style="list-style-type: none"> <li>• Determine roles, responsibilities, and resources of whole community partners.</li> <li>• Establish continuity of operations plans to ensure essential recovery services can be delivered during all circumstances.</li> </ul>	<p>and/or additional outreach support.</p> <ul style="list-style-type: none"> <li>• Keep the public informed on all aspects of recovery and encourage collaboration across partners.</li> <li>• Implement a coordination structure and build partnerships among local agencies, jurisdictions and state, tribal and Federal governments.</li> <li>• Develop tools and metrics for evaluating progress against set goals, objectives and milestones.</li> </ul>
<p><b>Tactical</b> <i>Identifying specific projects and managing resources</i></p>	
<p><b>Pre-Disaster</b></p> <ul style="list-style-type: none"> <li>• Establish specific local procedures, requirements, regulations, or ordinances to address specific, expected post-event recovery actions.</li> <li>• Establish specific plans, contracts, and resources for tactical activities expected post-event (e.g. debris management, recovery management, temporary housing, building permitting, etc.).</li> </ul>	<p><b>Post-Disaster</b></p> <ul style="list-style-type: none"> <li>• Identify, adapt, implement and manage actions, procedures, programs, requirements, organizations, regulations, ordinances and policies to address specific needs.</li> <li>• Identify specific projects in areas of critical importance to the state, region or community’s overall recovery.</li> <li>• Provide well-defined activities and outcomes — including schedules and milestones — aimed at achieving recovery.</li> </ul>

1657 **Additional Considerations**

1658 The following considerations identify unique aspects of recovery that apply to pre- and post-disaster  
 1659 planning.

- 1660 • **Leadership.** Recovery leadership identified pre-disaster may change in the post-disaster  
 1661 environment.
- 1662 • **Coordination.** The organizational structure used for recovery coordination may be adapted  
 1663 from an existing structure or new structure may be created. The recovery process may also  
 1664 present an opportunity for regional collaboration and coordination.
- 1665 • **Timeframe.** Timelines for recovery progress established in pre-disaster recovery plans will  
 1666 likely need to be modified depending on the specific impacts of a disaster.
- 1667 • **Resources.** Resources identified pre-disaster may be degraded or unavailable. Limited  
 1668 resources may impact the cost, speed, effectiveness and timeliness of recovery.
- 1669 • **Engagement.** Whole community engagement is a critical part of pre- and post-disaster  
 1670 recovery planning that must be carefully managed. Successful whole community  
 1671 engagement may present challenges, to include:

- 1672           ○ Stakeholders may be displaced and/or unable to access the community. Communication  
1673           methods identified pre-disaster may need to be modified to reach all community members  
1674           and to provide ongoing support and information.
- 1675           ○ Normal mechanisms/social networks for community engagement may be fractured;  
1676           including the loss of structure from schools, housing facilities, community centers,  
1677           libraries, health (including behavioral health) and social service programs or other  
1678           community institutions.
- 1679           ○ Recovery leaders will need to ensure actionable, effective and accessible communications  
1680           for all individuals, including individuals with disabilities and others with access and  
1681           functional needs, such as limited English proficiency.
- 1682           ● **Resilience.** Pre- and post-disaster planning are opportunities to build resilience by  
1683           continually evaluating threats, hazards and impacts and implementing new policies and  
1684           requirements to reduce risk regarding issues such as floodplain management, coastal zones,  
1685           seismic areas and historic and cultural properties. Resilience is also built by strengthening  
1686           community leadership and collaboration during the planning process, integrating into planning key  
1687           considerations such as community health (including behavioral health) long-term needs of the  
1688           community, social and economic resilience of all members of the community, and unique needs of  
1689           rural or high-density urban communities and other culturally diverse communities.
- 1690   Additional planning considerations unique to each level of government include:
- 1691           ● **Local.** Recovery planning within a community is dependent on an active local government.  
1692           The local community provides leadership in recovery planning and management. It is  
1693           uniquely positioned to coordinate and manage the recovery activities through the Local  
1694           Disaster Recovery Manager. Partnerships and coordination developed during the pre and  
1695           post-disaster planning process, with the whole community, are critical to successful local  
1696           planning and recovery.
- 1697           ● **State/Territory.** States play an important role in supporting and, where necessary, leading  
1698           overwhelmed local governments to address complex governmental, regulatory and financial  
1699           challenges during short- and long-term recovery. Operational planning enables states to be  
1700           better organized and positioned to effectively manage new issues and challenges that they  
1701           will likely confront in their recovery process. The state will also provide an important  
1702           leadership role and serve as the interface between state agencies and the Federal government  
1703           to streamline recovery funding at the local level.
- 1704           ● **Tribal.** Tribal governments may live on land that spans multiple jurisdictions. Coordination  
1705           with those jurisdictions plays a key role in planning for a tribe's recovery from a disaster.  
1706           Tribes may seek assistance, independent from states, from the Federal government to clarify  
1707           and streamline recovery funding. Tribal governments should review state/territorial  
1708           considerations.
- 1709           ● **Federal.** The types of post-disaster planning assistance and level of technical support  
1710           available through the Federal government varies by community needs and depends on  
1711           disaster impacts and the recovery capacities of local, state and tribal governments. The  
1712           Federal government can help address broader national and regional recovery issues and help  
1713           to coordinate federal support activities and resources. Integral in this process is the need to  
1714           conduct operational planning that will support the internal organization, day to day

1715 management, and resource coordinating structure that enables the delivery of federal support.

- 1716 • **Private Sector and Non-Governmental Organizations.** Private sector and non-  
1717 governmental partners also provide significant resources to governments and communities in  
1718 widely varied ways to support an inclusive, coordinated, well planned and well led local  
1719 recovery. Resources from these organizations are coordinated and involved at all levels of  
1720 government and non-government activity.

1721 Planning for the complex needs of the whole community, and bringing all stakeholders to the table  
1722 with a commitment to physical, programmatic and communications accessibility, helps create a  
1723 successful post-disaster recovery process. The post-disaster planning process operates on a much  
1724 faster timeline than traditional community planning or pre-disaster planning processes. A significant  
1725 challenge of post-disaster recovery planning is developing a plan quickly enough to meet the needs  
1726 of residents and businesses, while ensuring sound decisions based on facts and analysis and input  
1727 from the whole community. However, one of the basic goals of the process is to build and develop  
1728 resiliency through relationships and interagency cooperation that serve the recovery process long  
1729 beyond the planning phase.

## 1730 **Framework Application**

1731 The NDRF is a guide to promote effective recovery and does not impose new, additional or unfunded  
1732 net resource requirements on Federal, state, tribal, territorial or local agencies. This Framework is  
1733 not intended to, and does not create any right or benefit, substantive or procedural, enforceable at law  
1734 or in equity, by any party against the United States, its departments, agencies, or entities, its officers,  
1735 employees, or agents, or any other person.

1736 This Framework is intended to inform all levels of governments, NGOs, and the private sector on  
1737 managing, coordinating and planning a community's recovery following an incident of any size or  
1738 scale. Local, state, tribal, territorial and insular area governments who utilize this Framework to  
1739 guide their pre- and post-disaster planning processes, are in a position to be able to look beyond static  
1740 planning to a more holistic view of recovery strategies and outcomes. The planning process also  
1741 presents an opportunity to develop metrics to measure and monitor a community's recovery progress.  
1742 Linking recovery metrics to a community's plans will provide decision-makers information to guide  
1743 recovery policies and priorities and identify opportunities to build resilience.

## 1744 **Achieving Disaster Recovery**

1745 Each community defines recovery outcomes differently based on its circumstances, challenges,  
1746 recovery vision and priorities. One community may characterize recovery success as the return of its  
1747 economy to pre-disaster conditions while another may see it as the opening of new economic  
1748 opportunities.

1749 Recovery is more than the community's return to pre-disaster circumstances; because of the time  
1750 recovery takes, simple restoration may result in lost opportunities. This is especially true when the  
1751 community determines that pre-disaster conditions are no longer sustainable, competitive or  
1752 functional. That conclusion may result from pre-disaster circumstances or stem from the post-  
1753 disaster evaluation of damage or other change. Some communities, for example, may conclude that  
1754 success requires relocating all or some portion of the community assets and restoring vacated areas to  
1755 more natural, predevelopment environment. In all cases, the community recovery decision-making is  
1756 best informed by evaluating all alternatives and avoiding simple rebuilding or reconstructing of an

1757 area that continues to be at risk. In other communities, reestablishing an economic and social base  
1758 that instills confidence in the community members and businesses regarding its viability can be  
1759 critical to recovery success.

## 1760 Success Factors

1761 Although no single definition fits all situations, successful recoveries do share  
1762 commonalities. Generally speaking, a community that can demonstrate a capability to be prepared,  
1763 responsive and resilient in the face of future disasters is poised for success. Specifically, experience  
1764 has shown that the presence of certain factors can help ensure disaster recovery; those include:

- 1765 • **Comprehensive Scope**, which includes the need to plan and operate recovery programs and  
1766 organizations with the understanding that efforts serve people and their place. Recovery  
1767 efforts must address a continuum that includes individual survivor needs as well as the needs  
1768 of a community.
- 1769 • **Effective Decision-Making and Coordination**, which includes characteristics such as:  
1770 defining stakeholder roles and responsibilities; coordinating response activities with  
1771 corresponding recovery functions; examining recovery alternatives, addressing conflicts, and  
1772 making informed and timely decisions; and establishing ways to measure and track progress,  
1773 ensure accountability, make adjustments, and reinforce realistic expectations.
- 1774 • **Integration of Community Recovery Planning Processes**, which include characteristics  
1775 such as: linking recovery planning to other planning efforts; and developing processes and  
1776 criteria for identifying and prioritizing key recovery actions and projects.
- 1777 • **Well-managed Recovery**, which includes characteristics such as: developing pre-disaster  
1778 partnerships at all levels of government, with the private sector, and with NGOs; effectively  
1779 leveraging resources; seeking out and successfully using outside resources; establishing  
1780 guidance for the transition from response to recovery; and planning for surging personnel  
1781 demands post-disaster.
- 1782 • **Proactive Community Engagement, Public Participation and Public Awareness**, which  
1783 includes characteristics such as: stakeholders working together to maximize the use of  
1784 available resources; creating post-disaster recovery plans that can be implemented quickly;  
1785 and making sure public information is actionable, effective and accessible to keep everyone  
1786 informed throughout the recovery process.
- 1787 • **Effective Financial and Program Management**, which includes characteristics such as:  
1788 understanding which funding sources could finance recovery; knowing how to administer  
1789 external funding programs; having a system of internal financial and procurement controls  
1790 and external audits; and maximizing the use of local businesses to aid recovery of the local  
1791 economy.
- 1792 • **Organizational Flexibility**, which includes characteristics such as: having recovery  
1793 structures at all government levels that evolve, adapt, and develop new skills and capacities  
1794 to address changing recovery needs; facilitating compliance with laws, regulations, and  
1795 policies; and ensuring flexible staffing and management structures.
- 1796 • **Resilient Rebuilding**, which includes characteristics such as: taking into account ecological,  
1797 environmental and local capacity; adopting sustainable and inclusive building techniques,

1798 building codes, and land use ordinances; and incorporating risk reduction strategies into local  
1799 governance and decision-making.

- 1800 • **Health integration**, which includes characteristics such as: including health considerations  
1801 and implications in recovery decision-making.

## 1802 *Measuring Recovery Progress*

1803 All partners involved in recovery have an interest in looking at how their actions impact the overall  
1804 progress of the recovery effort. Each entity must identify their strategies and benchmarks for how  
1805 they will measure their efforts both qualitatively and quantitatively. The most clear cut means of  
1806 looking at recovery progress overall is by and through the community itself. The following section  
1807 addresses the most local approach to measuring recovery progress.

1808 Measuring and communicating the progress of recovery increases public confidence in the recovery  
1809 process by promoting transparency, accountability and efficiency. It enables local leadership to  
1810 identify ongoing recovery needs and engages partners in providing assistance and problem  
1811 resolution. Recovery progress measurement serves as a tracking mechanism for improving and  
1812 adjusting recovery strategies and activities and ensuring continuing improvement. Communities  
1813 determine how to qualify and quantify their progress. They measure progress toward recovery  
1814 holistically, recognizing that recovery outcomes and impacts are measured beyond a single criterion  
1815 such as dollars spent or assistance delivered on a program by program basis. The following are  
1816 factors for consideration for measuring progress:

- 1817 • Recognize that recovery progress has variables not attributable to any one program or  
1818 government agency. Overall recovery success depends upon the interaction of a wide range  
1819 of public, nonprofit and private programs and initiatives, as well as good planning, local  
1820 capacity, leadership, effective decision-making and the building of public confidence.
- 1821 • Establish systems and leverage available data that track pre-disaster conditions, overall  
1822 recovery of individuals as well as the reconstruction and redevelopment of infrastructure,  
1823 economy, health (including behavioral health), social and community services and  
1824 government functions.
- 1825 • Ensure disaster preparedness and recovery planning is integrated with community-wide  
1826 comprehensive and hazard mitigation planning to capitalize on opportunities that minimize  
1827 the risk to all hazards and strengthen the ability to withstand and recover from future  
1828 disasters.
- 1829 • Set realistic expectations and milestones for community members, stakeholders and  
1830 supporting agencies using indicators for applicable recovery priorities and resource needs.
- 1831 • Ensure whole community participation in developing metrics in coordination with local,  
1832 state, tribal and Federal government partners, and non-profit and private sector partners.  
1833 Include persons with disabilities and others with access and functional needs, older adults,  
1834 members of underserved populations and advocates representing the unique needs of  
1835 children.
- 1836 • Leverage technology and systems innovations to achieve goals that result in greater  
1837 information sharing, accountability and transparency.

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- Assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination based on race, color, ethnicity, national origin (including limited English proficiency), religion, sex, sexual orientation, gender identity, age or disability.
- 1842
- Ensure continuous improvement by evaluating the effectiveness of recovery activities.
- 1843
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- 1845
- 1846
- Government agencies and private organizations that provide assistance are encouraged to have a system of tracking their coordination and assistance efforts, ensuring accountability and enabling prompt adjustments to meet ongoing and changing needs. Considerations applicable for developing metrics include:
- 1847
- **Baseline Impact Assessment.** Helps to understand the extent and dimensions of the impacts in order to chart a path to a realistic recovery end state.
- 1848
- 1849
- **Desired Outcome Analysis.** Focuses on recovery impact and overall results, not just a target number (e.g., number of families in permanent housing versus number of housing units constructed). The overall goals the community, state or jurisdiction is looking to achieve should drive the metric for success.
- 1850
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- 1852
- **Cross-Sector Assessment.** Tracks progress across all sectors, including but not limited to, housing, environmental, business, employment, infrastructure, access to essential health (including behavioral health) and social services and overall community accessibility.
- 1853
- 1854
- 1855

## 1856 Supporting Resources

1857 The NDRF is supported by the ongoing development of detailed operational, management, field  
1858 guidance and training tools; to include the Recovery Federal Interagency Operational Plan. The  
1859 Recovery FIOP provides further detail regarding roles and responsibilities, specifies the critical tasks,  
1860 and identifies resourcing and sourcing requirements for delivering the Recovery core capabilities.  
1861 The Response and Recovery mission areas are developing joint incident annexes; the final plans will  
1862 be attachments to both the Response and Recovery FIOPs. The incident annexes identify authorities,  
1863 capabilities, roles and responsibilities that are unique to responding to and recovering from identified  
1864 incident.

1865 FEMA maintains an online repository at [www.fema.gov](http://www.fema.gov) that contains electronic versions of the  
1866 current NDRF document, Recovery FIOP, additional recovery resources, training materials and other  
1867 tools. The repository also includes other mission area Frameworks and FIOPs. Resources will be  
1868 regularly evaluated and updated based on lessons learned and best practices from real-world  
1869 incidents and preparedness efforts. Additional content may be added or modified at the request of  
1870 Recovery mission area partners and other users.

## 1871 Conclusion

1872 Recovery refers to those capabilities necessary to assist communities affected by an incident to  
1873 recover effectively, including, but not limited to, rebuilding infrastructure systems; providing  
1874 adequate interim and long-term housing for survivors; restoring health (including behavioral health),  
1875 social, and community services; promoting economic development; and restoring natural and cultural  
1876 resources. Disasters on any scale will impact the entire community on many levels. It is vital that  
1877 communities not only can recover to pre-disaster conditions, but that they are also provided the

1878 resources and support that can help them build sustainable and resilient processes, capabilities and  
1879 systems to effectively move forward.

1880 Recovery is not an isolated mission, only engaged during post-disaster conditions. Complete  
1881 recovery post-disaster involves the coordination and concurrent efforts of all mission areas.  
1882 Through proper preparedness pre-disaster, Recovery efforts can be accelerated, streamlined, and  
1883 applied nationwide so that all communities, regardless of location and magnitude of incident, can  
1884 recover post-disaster as efficiently as possible.

1885 In implementing the NDRF, partners are encouraged to develop a shared understanding of broad-  
1886 level strategic implications amongst Mitigation, Prevention, Protection, and Response missions as  
1887 they make critical decisions in building future capacity and capability. The whole community should  
1888 be engaged in examining and implementing the strategy unifying principles and doctrine contained in  
1889 this Framework, considering both current and future requirements in the process. The NDRF must  
1890 also be a living document. This means that it must be regularly reviewed to evaluate consistency  
1891 with, evolving conditions, existing and new policies and the experience gained from its use.

1892 Working with all our partners, FEMA will coordinate and oversee the review and maintenance  
1893 process for the NDRF. The revision process includes developing or updating any documents  
1894 necessary to carry out capabilities. Significant updates to this Framework will be vetted through a  
1895 Federal senior-level interagency review process. This Framework will be reviewed in order to  
1896 accomplish the following:

- 1897 • Assess and update information on the core capabilities in support of Recovery goals and  
1898 objectives;
- 1899 • Ensure that it adequately reflects the organization of responsible entities;
- 1900 • Ensure that it is consistent with the other four mission areas;
- 1901 • Update processes based on changes in the national threat/hazard environment;
- 1902 • Incorporate lessons learned and effective practices from day-to-day operations, exercises, and  
1903 actual incidents and alerts; and
- 1904 • Reflect progress in the Nation's Recovery mission activities and the need to execute new  
1905 laws, executive orders, and Presidential directives, as well as strategic changes to national  
1906 priorities and guidance, critical tasks, or national capabilities.

1907 The implementation and review of this Framework will consider effective practices and lessons  
1908 learned from exercises and operations, as well as pertinent new processes and technologies.  
1909 Effective practices include continuity planning, which ensures that the capabilities contained in this  
1910 Framework can continue to be executed regardless of the threat or hazard. Pertinent new processes  
1911 and technologies should enable the nation to adapt efficiently to the evolving risk environment and  
1912 use data relating to location, context, and interdependencies that allow for effective integration across  
1913 all missions using a standards-based approach.

1914 America's security and resilience work is never finished. While the nation is safer, stronger, and  
1915 better prepared than a decade ago, the whole community remains resolute in their commitment to  
1916 safeguard the nation against the greatest risks it faces, now and for decades to come.

1917