



National Disaster Recovery Framework

Third Edition

December 2024 (Draft)



FEMA

DRAFT

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1. Introduction

1.1. Purpose

Communities nationwide face many [threats](#) and [hazards](#), including biological, climate-related,¹ human-caused, natural, and technological. The guiding principle of the National Disaster Recovery Framework (NDRF) is that [disaster recovery](#) is most successful when it is organized around community-driven and locally defined goals that promote equitable and resilient outcomes. This guiding principle applies to both pre-and post-disaster activities and recognizes that intentional intergovernmental and cross-sector collaboration is crucial for developing recovery strategies and projects that help achieve the disaster recovery goals of state, local, Tribal Nation,² and territorial governments (SLTT).

The NDRF outlines the federal government’s approach for providing disaster recovery resources and support. It also explains the federal government’s roles and responsibilities for organizing and deploying disaster recovery assistance. The NDRF enhances effective collaboration among federal agencies and SLTTs and informs nongovernmental partners.

As a national framework, the NDRF describes high-level disaster recovery roles and responsibilities. SLTTs may use the federal structure as a model to guide and inform their own disaster recovery [planning](#) and policymaking. The NDRF model can be applied across a broad range of disasters, not just those that receive a federal disaster declaration.

1.2. Audience

The NDRF is primarily written for SLTT officials, who are the main counterparts to federal recovery officials. SLTT officials lead and coordinate disaster recovery efforts, holding the responsibility of guiding their community’s recovery. This framework is also valuable for recovery practitioners at all levels, whether they serve in a formal or informal recovery role during disasters. Disaster recovery practitioners include full time professionals, like state and county emergency managers, as well as individuals from across the [whole community](#).

1.3. Scope

The NDRF explains how the federal government supports disaster-affected SLTTs as they recover and describes federal and nongovernmental recovery resources that may be available to SLTTs under federal declarations. This includes support under:

- Stafford Act declarations (e.g., emergency and major disaster declarations);
- Agency declarations (e.g., public health emergencies, drought disasters); and
- Presidentially directed disaster recovery support (e.g., through Executive Order or a Presidential Memorandum).

1.4. National Preparedness Goal

The [National Preparedness Goal \(NPG\)](#) outlines five mission areas: [prevention](#), [protection](#), [mitigation](#), [response](#), and [recovery](#). It also describes the corresponding core capabilities (see [Appendix F: National Preparedness Goal \(NPG\) Core Capabilities](#) for more information) necessary to achieve a secure and resilient nation. By incorporating principles of [resilience](#) the NDRF enhances the coordination of disaster recovery efforts and strengthens community resilience. The [National Resilience Guidance](#) emphasizes that resilience requires a collective approach and ongoing

¹ [US Global Change Research Program, Fifth National Climate Assessment, 2023.](#)

² Usage of Tribal Nations herein refers to the list of federally recognized Tribal Nations maintained by Department of the Interior pursuant to the Federally Recognized Indian Tribe List Act of 1994.

41 engagement with whole community partners. Similarly, the NDRF underscores the importance of
42 resilience throughout the disaster recovery process. This approach ensures effective recovery and
43 contributes to broader [preparedness](#) for future disasters, to ultimately foster a more robust and
44 adaptable national resilience.

45 2. Disaster Recovery Overview

46 2.1. Introduction to Disaster Recovery

47 Disaster recovery is complex.
48 Threats and hazards present
49 emerging and intersecting risks
50 to SLTTs, including increasingly
51 severe and frequent weather
52 events, hazardous materials
53 incidents, and catastrophic
54 technological disasters.

55 Therefore, communities may
56 still be recovering from one
57 disaster when another occurs.
58 Disaster recovery is not a linear
59 or straightforward process, but
60 rather a cyclical one that
61 evolves based on the unique
62 needs of each community.

63 Mitigation, response, recovery,
64 and rebuilding are highly
65 interdependent and often
66 occur simultaneously. Recovery
67 efforts do not always have a
68 clear start or end point;
69 instead, they can be disrupted,
70 delayed, or forced to restart as
71 new disasters arise. New

72 incidents may derail or set
73 back a community's ongoing
74 efforts, requiring them to pivot
75 or revisit earlier recovery
76 stages. This complexity
77 highlights the need for flexible
78 approaches that account for the interconnected nature of recovery operations.

79 Adding to this complexity, the demographics, geography, history, and countless other unique
80 community factors require disaster recovery to be adaptable and [equitable](#). Just as no two
81 communities are the same, no two recoveries will look the same. Recovering from a disaster and
82 rebuilding a community is a very personal undertaking. Therefore, communities are best positioned
83 to identify their own disaster recovery needs, priorities, goals, and objectives. Accordingly,
84 communities should take the lead in determining their disaster recovery milestones that consider
85 program-specific federal support deadlines.

86 2.2. Disaster Recovery Begins During Response

87 During disaster response, the federal government seeks to address the needs of affected



Figure 1: Disaster Recovery Lifecycle

Recovery is a cyclical, interdependent process where response, rebuilding, and mitigation often overlap. Progress may be disrupted or reset by new disasters, requiring flexible, adaptive approaches.

88 communities by stabilizing [community lifelines](#),³ which are the most fundamental services in a
 89 community that support the functioning of society. Officials coordinate initial response efforts as
 90 identified in the [National Response Framework \(NRF\)](#).

91 Actions taken during the response phase often have a major impact on recovery efforts later on. The
 92 scale of federal recovery support will depend on the severity and impacts of the disaster. Federal
 93 recovery officials use data collected during the response phase to understand the extent of damage
 94 and disruption. This includes information on damaged infrastructure, affected populations, and the
 95 needs of the community. It is imperative that considerations for long-term recovery and resilience
 96 outcomes be incorporated during early post-disaster recovery priority and goal setting. This should be
 97 done to the degree that it is practical. Collectively, this information serves as the foundation for
 98 developing a [Recovery Needs Assessment](#) and disaster recovery plan, which guide the delivery of
 99 recovery support as community lifelines are stabilized and the focus shifts to recovery and
 100 rebuilding.



Figure 2: Recovery Continuum

The Recovery Continuum depicts how recovery efforts begin alongside response activities, and gradually scale up during response operations, highlighting the relationship across these phases. Mitigation and resilience are integral components that span the entire continuum, guiding the recovery and rebuilding process. Investments in mitigation and resilience will enable a community’s ability to prepare for threats and hazards, adapt to changing conditions, and withstand and recover rapidly from adverse conditions and disruptions.

2.3. Achieving Successful Disaster Recovery Outcomes

108 A community-driven, locally executed strategy is critical to successful disaster recovery. Every
 109 community has unique recovery priorities based on its circumstances, challenges, and resources. For
 110 example, some communities may conclude that success requires relocating part or all of their
 111 infrastructure to mitigate future risks. Others may identify alternative rebuilding solutions by
 112 implementing more resilient building practices, thereby decreasing vulnerability to weather and
 113 climate hazards. Ultimately, successful disaster recovery plans are determined by the community,
 114 clearly communicated, and pursued as part of a unified effort across all disaster recovery partners.

115 The aim of the disaster recovery process is for communities to achieve their own disaster recovery
 116 goals. A clear understanding of how all disaster recovery practitioners can best work together
 117 maximizes a community’s ability to leverage its available resources. This collaboration supports
 118 goals such as resilience, [sustainability](#), and progress measurement through data use. These topics
 119 are further discussed in the following sections.

³ There are eight community lifelines: Safety and Security; Food, Hydration and Shelter; Health and Medical; Energy; Communications; Transportation; Hazardous Materials; and Water Systems. [Federal Emergency Management Agency \(FEMA\), Community Lifelines, 2024.](#)

120 DISASTER RECOVERY PLANNING AND RESILIENCE

121 Disaster recovery planning presents a unique opportunity to mitigate future risks by rebuilding in a
122 resilient and sustainable manner. Effective recovery planning, whether conducted pre- or post-
123 disaster is important for enhancing community resilience. Active and continuous disaster recovery
124 planning allows SLTTs to assess their current situation, set recovery goals, and develop strategies to
125 achieve them.

126 Pre-disaster recovery planning offers SLTTs the opportunity to set priorities before a disaster occurs.
127 This proactive approach helps partners establish goals, evaluate current capabilities, identify gaps,
128 and determine the resources needed to address potential issues. Effective planning enables
129 communities to measure recovery progress, communicate more efficiently with partners and
130 enhance resilience by identifying existing threats, hazards, risks, vulnerabilities, resources, and
131 mitigation strategies while addressing [equity](#) and cultural considerations.⁴ It is also important to
132 incorporate mitigation opportunities and meaningful actions throughout the disaster recovery
133 process to maximize future resilience and minimize risks. This includes rigorously assessing
134 community factors that may pose barriers to disaster recovery or hinder alignment with long-term
135 resilience and sustainability goals.

136 Disaster recovery plans should be community-driven and involve diverse residents, leaders, and
137 organizations from across the whole community. Prioritizing outreach and incorporating equity
138 considerations is essential to include all cultures, populations, and groups, including historically
139 marginalized communities, people with disabilities, those with [access and functional needs](#), and
140 varying socio-economic statuses. As applicable, recovery plans should be inclusive of natural and
141 cultural resources, sacred sites, traditional homelands, and subsistence hunting and fishing areas.
142 Planning for the complex and emerging needs of the whole community, with a commitment to
143 equitable physical, programmatic, and communications accessibility, supports successful post-
144 disaster recovery.

145 Disaster recovery plans should be accessible and reference existing or related planning resources to
146 enable integration across sectors and levels of government. To the extent feasible, post-disaster
147 recovery planning should align with the community's existing planning processes (e.g., [climate](#)
148 [adaptation](#) planning, watershed development), even if these processes are managed by multiple
149 departments/entities within a government. Resilience planners, including resilience officials, hazard
150 mitigation planners, and community resilience champions can help focus on strengthening
151 community systems, much like recovery planners. For detailed examples of pre-and post-disaster
152 recovery planning activities, see [Appendix D](#). Further information is provided in [Appendix E: Digital](#)
153 [Resource Links](#), including recovery planning and resilience resources such as the [Pre-Disaster](#)
154 [Recovery Planning Guides](#) for SLTTs and the [Pre-Disaster Housing Planning Guide](#).

155 Helping Small Businesses Navigate Recovery Planning

156 The Small Business Administration (SBA) **Business Resilience Guide** is a comprehensive
157 resource for small business owners who may not be familiar with disaster preparation. This
158 easy-to-follow guide leads business owners through creating a robust resilience plan and has
159 six sections on how to plan and recover from disasters. It includes best practices and template
160 forms that guide America's entrepreneurs in their business recovery planning and
161 rebuilding. SBA also provides practical tools to support small businesses with the **Ascent**
162 **Learning Platform**, available at ascent.sba.gov. The platform hosts educational content that is
163 free to small business owners and entrepreneurs. Ascent includes a learning journey entitled

⁴ [FEMA, Hazard Mitigation Planning, 2023](#)

164 “Disaster and Economic Recovery” which covers the impacts of disasters and disaster recovery
165 strategies including how to access financial assistance following a disaster.

166 LEVERAGING DATA

167 Data and analytical tools are useful to conducting damage assessments, informing pre- and post-
168 disaster recovery planning, and tracking progress toward disaster recovery goals. These tools
169 support data-driven decision making by providing a common understanding of recovery objectives
170 guiding resource allocation and identifying impacts.

171 Some communities may choose to request technical assistance or guidance to enhance their use of
172 data in pre- and post-disaster recovery plans, and to analyze information collected prior to or during
173 response efforts. This support may be sought from federal agencies, data experts, or consultants.
174 Many recovery partners develop analytical tools to assist SLTT decision making, progress tracking,
175 and resource allocation.

176 To maximize the benefits of data-driven decision making, SLTTs should consider data integrity, equity
177 in data collection, and the careful selection of data sets and tools, while also identifying and
178 addressing data gaps. SLTTs may also consider methods to ensure data sources are integrated,
179 comprehensive, accurate, and reliable. Local public records can provide insights into useful services
180 for forecasting needs or completing assessments.

181 MEASURING PROGRESS THROUGHOUT RECOVERY

182 Measuring and communicating progress throughout disaster recovery can increase public
183 confidence by promoting transparency, accountability, and shared outcomes. Identifying key
184 indicators and recovery measures can vary by community based on disaster impacts and available
185 data. Establishing key recovery goals early allows local leaders and partners at all levels to
186 collaborate effectively, align strategies, and identify gaps, resources, and needed support. This
187 process also helps communities develop lessons learned for future planning and continuous
188 improvement priorities.

189 Communities can develop metrics and gather data that track progress on disaster recovery
190 outcomes. While some metrics may be common across disaster recovery missions, each community
191 is likely to have its own methods for measuring success. Common recovery metrics include the
192 percentage of homes rebuilt, diversification of economic portfolios, the amount of disaster recovery
193 funding applied for and spent, and the number of completed projects. Additionally, metrics might
194 track services provided by voluntary organizations and progress in specific time periods (e.g.,
195 monthly, quarterly, annually). Community-specific improvements such as establishing a farmers’
196 market in a food desert or forming a partnership to establish a grocery store, can also be measured.

197 3. Federal Roles and Responsibilities

198 The federal government plays a critical role in helping disaster-affected SLTTs recover and rebuild
199 their communities. Individual federal agencies can provide recovery support through multiple
200 avenues, including their statutory authorities, ongoing steady-state programs, established
201 partnerships, and regional offices. This includes Federal Emergency Management Agency (FEMA)
202 field leadership roles, which are activated following Stafford Act declarations, as well as the six
203 federal interagency Recovery Support Functions (RSF). Once immediate response priorities are
204 addressed, recovery activities begin with federal and SLTT agencies collaborating to assess needs
205 and coordinate recovery and mitigation efforts.

206 3.1. FEMA Field Leadership

207 When FEMA supports disaster recovery it designates individuals to represent the agency in the
208 disaster area. These individuals are collectively known as “field leadership” and hold many important

209 responsibilities. The [Federal Coordinating Officer \(FCO\)](#), [Federal Disaster Recovery Coordinator](#)
210 [\(FDRC\)](#), and [Federal Disaster Recovery Officer \(FDRO\)](#) are the field leaders when deployed. They
211 coordinate with federal and regional offices to engage with SLTT government recovery
212 representative(s) to discuss recovery goals, objectives, or outcomes early in the disaster. The FCO,
213 FDRC, and FDRO will ensure communication and outreach engages all partners by working closely
214 with government counterpart recovery coordinators to support the recovery mission.

215 **FEDERAL COORDINATING OFFICER**

216 For emergency and major disaster declarations under the Stafford Act, the President appoints an
217 FCO to implement an operational coordination structure in close collaboration with SLTT response
218 and recovery leadership. The FCO serves as the counterpart to the lead State/Territory/Tribal
219 response official and has primary responsibility for coordinating federal disaster response and
220 recovery support to the whole community in accordance with the [NRF](#),⁵ [NDRF](#), and [Federal](#)
221 [Interagency Operational Plans \(FIOP\)](#). The FCO leads the [Joint Field Office \(JFO\)](#), the central post-
222 disaster coordinating point for federal resources located within or near the affected community.

223 **FEDERAL DISASTER RECOVERY COORDINATOR**

224 In complex missions, the FDRC serves as the leadership for integrating recovery across the federal
225 interagency and with SLTTs, through Interagency Recovery Coordination (IRC) and FEMA programs.
226 The FDRC is the federal counterpart to the lead State/Territory/Tribal recovery officials and leads the
227 integration of the IRC team into the JFO.

228 The FDRC serves as the primary conduit for recovery information, helping affected communities
229 establish recovery goals while addressing interagency opportunities, challenges, and gaps at the
230 senior level. The FDRC integrates FEMA recovery programs and RSF operations and activities, while
231 engaging with SLTT counterparts, business and industry, voluntary, faith-based, philanthropic, and
232 community organizations. This role includes facilitating the development of a recovery plan that
233 aligns with local recovery goals. The FDRC also ensures the recovery plan's implementation, and the
234 alignment of federal resources to help communities achieve their recovery goals.

235 **FEDERAL DISASTER RECOVERY OFFICER**

236 The FDRO, under the leadership of the FCO or FDRC, leads the IRC mission and is the primary
237 contact for federal interagency recovery partners. The FDRO engages affected SLTTs to both
238 understand their recovery priorities and coordinate delivery of federal recovery support.
239 Responsibilities include IRC staffing based on the size and scope of projected interagency
240 engagements and managing the strategic direction of field activities identified by the RSF [Field](#)
241 [Coordinators](#) to ensure unity of effort among federal agencies.

242 The FDRO aligns with the RSF Field Coordinators, who receive their strategic direction from the RSF
243 [National Coordinators](#). The FDRO is responsible for coordinating RSF mission priorities, organizing
244 daily disaster recovery activities, writing reports, facilitating the development of a Recovery Needs
245 Assessment, and supporting the development and implementation of a comprehensive recovery
246 strategy.

247 **INTERAGENCY RECOVERY COORDINATION MISSIONS**

248 IRC missions may be initiated by the FCO for disasters that receive a major disaster declaration to
249 help SLTT governments navigate the complex post-disaster recovery landscape by convening the
250 collective resources of federal interagency partners. The IRC is comprised of federal agencies and
251 non-federal partners who collectively support SLTT partners in identifying community recovery needs,
252 priorities, and solutions to achieve recovery outcomes.

⁵ [U.S. Department of Homeland Security, National Response Framework, 2019](#)

253 **Interagency Collaboration: Vermont Recovery Structure**

254 In early July 2023, severe storms in Vermont caused significant flooding, landslides, and
255 mudslides. The disaster created many challenges for individuals, households, and public and
256 private infrastructure. President Biden declared a major disaster for Vermont, prompting FEMA
257 Region 1 to collaborate with the state to understand the state’s recovery priorities. Vermont
258 organized its recovery into eight Recovery Task Forces, informed by the six federal RSFs. FEMA
259 Region 1 worked with the state to quickly align these task forces with the federal RSFs to
260 efficiently address the state’s recovery needs. By ensuring the right state and federal agencies
261 collaborated, the IRC demonstrated its flexibility and ability to adapt to new recovery contexts.

262 **3.2. Federal Recovery Support Functions**

263 **INTRODUCTION TO RECOVERY SUPPORT FUNCTIONS**

264 Disaster recovery often requires federal expertise outside of emergency management to solve
265 problems. In Stafford Act declarations, as well as for other federally supported disaster recoveries,
266 the federal government may activate RSFs to serve as the coordinating structure to organize and
267 streamline federal disaster recovery assistance. The RSFs are six capabilities of federal interagency
268 support and expertise:

269 [Community Assistance](#) | [Economic](#) | [Health, Education, and Human Services](#) |
270 [Housing](#) | [Infrastructure Systems](#) | [Natural and Cultural Resources](#) |

271 RSFs are led by a [Coordinating Agency](#) within the federal government, based on the agency’s
272 expertise and resources, and comprised of federal agencies and organizations with relevant
273 capabilities and expertise. In addition, other departments, agencies, and organizations may
274 participate in a federal RSF’s mission as needed. These agencies work together, within and across
275 RSFs, to address the needs of the community and ensure a comprehensive approach to disaster
276 recovery.

277 Each RSF has a unique mission aligned with its focus area, aimed at achieving strategic outcomes
278 through collaboration with SLTTs and nongovernmental partners. RSFs are designed to formalize
279 disaster recovery efforts and improve coordination among recovery officials, practitioners, relevant
280 partners, and experts. They enhance communication and coordination in preparation for future
281 incidents by leveraging collective expertise, resources, and capacity. Although RSFs are activated
282 based on community needs, federal partners may alternate leadership during these activations.
283 There are no pre-determined timelines for when RSF support ends; the timing is determined by the
284 evolving needs of the affected community.

285 SLTTs may also use this information to develop, adopt, or adapt their own RSF structures and
286 coordinate the development of pre- and post-disaster recovery planning and operations. More
287 detailed RSF information, including examples of disaster assistance provided, is available in
288 [Appendix A](#).

289 **RECOVERY SUPPORT FUNCTION ROLES AND RESPONSIBILITIES**

290 Federal RSFs can provide in-person or virtual support based on the request of the SLTT and the
291 capacity of the federal agencies activated. RSF staff and assets may deploy to support interagency
292 coordination and cross-cutting projects identified by the community’s recovery priorities. Federal RSF
293 support can be requested individually or collectively to address the critical needs of the community,

294 including direct agency Mission Assignments based on the disaster recovery needs. Disaster
295 recovery support may scale up later in the recovery continuum depending on what services RSFs
296 provide and when the affected community is ready to receive that assistance.

297 Once activated, RSFs closely coordinate with SLTTs, partners, and community leaders to achieve
298 recovery outcomes and support resilient recovery by helping a community reach its overall goals.
299 RSF roles and responsibilities include:

- 300 ▪ Coordinate across relevant state, federal, and nongovernmental partners and counterparts
301 based on community needs.
- 302 ▪ Develop a Recovery Needs Assessment to evaluate the impact of the disaster on local and
303 regional communities and systems by identifying key gaps, local needs, and priorities.
- 304 ▪ Develop a recovery strategy that may suggest how a local area may address recovery needs and
305 increase community resilience.
- 306 ▪ Support SLTT partners navigating the available federal resource mechanisms and advise in
307 methods to optimize resources, such as:
 - 308 ○ **Financial Assistance** – Program-specific financial assistance and grant opportunities to help
309 SLTTs as they plan for and recover from disasters. The Recovery and Resilience Resource
310 Library⁶ can help navigate the available federal support opportunities.
 - 311 ○ **Training** – Training opportunities that help communities build disaster recovery skillsets by
312 exercising recovery processes and policies. This supports SLTT capacity building, fostering
313 resilient communities and effective recovery ([Appendix E: Digital Resource Links](#) provides
314 various training opportunities).
 - 315 ○ **Technical Assistance** – Support or services to SLTTs in implementing policies, processes,
316 programs, metrics, operating systems, tools, and other similar projects. This aims to build
317 SLTT capacity and address any existing challenges, as well as enhances federal-SLTT
318 collaboration.
 - 319 ○ **Technical Expertise** – Specialized knowledge, skills, and experience from experts to help
320 SLTTs use federal resources effectively. This can be accessed during a recovery through
321 deployed FEMA assets in the field, FEMA regional offices, RSF Field Coordinators, and/or RSF
322 [Advisors](#).

323 Maui Wildfires: Creating A Strong Team

324 The 2023 Maui wildfires presented a major challenge and opportunity for interagency
325 collaboration. Response and recovery operations immediately integrated many federal
326 agencies, and FEMA coordinated across partners to provide technical assistance and expertise
327 to the community. Agencies like the Department of Energy, U.S. Forest Service, and the
328 Environmental Protection Agency (EPA) – in addition to the six federal RSF agencies – brought
329 critical resources and expertise to address a variety of recovery challenges on Maui, including
330 infrastructure repair and environmental remediation. Ultimately, this interagency collaboration
331 helped produce Maui’s long-term recovery plan and serve the community in the years to come.

332 [Community Assistance](#)

- 333 ▪ **Coordinating Agency:** U.S. Department of Homeland Security (DHS) / FEMA

⁶ [FEMA, Recovery and Resilience Resource Library, 2024](#)

- 334 ▪ **Mission:** Coordinate assistance and support from across the federal government and
335 nongovernmental partners to help SLTTs effectively plan for and manage their recovery.
- 336 ▪ **Strategic Outcomes:**
 - 337 ○ Local government and community leaders have the knowledge, tools, and data needed to
338 support their own recovery planning and strategy development, including community
339 engagement, project identification and prioritization, and partnership development.
 - 340 ○ Communities have a vision, plan, or process in place to support their long-term recovery
341 goals and objectives.
 - 342 ○ Communities and organizations are aware of potential funding sources for project
343 implementation.
 - 344 ○ Communities have access to the information and processes that allow them to recover in a
345 sustainable, resilient, and equitable way.
- 346 ▪ **Responsibilities:**
 - 347 ○ Provide advice, guidance, and/or direct support to communities in the recovery planning
348 processes.
 - 349 ○ Support communities in identifying recovery priorities, goals, and milestones to achieve
350 successful recovery.
 - 351 ○ Coordinate with affected community leaders to identify and provide tools and resources to
352 address management and planning needs (e.g., technical assistance).
 - 353 ○ Engage and build relationships with external partners, and facilitate coordination,
354 communication, and information sharing across federal, SLTT, and nongovernmental
355 partners to support community recovery planning and implementation of community recovery
356 priorities.

357 RSF Structure in Action: Data-Driven Decision Making

358 Following Hurricanes Irma and María in September 2017, the Community Assistance RSF
359 deployed to Puerto Rico. Community Assistance staff conducted a Community Conditions
360 Assessment, which evaluated communities based on their capacity, vulnerability, and disaster
361 impacts. Using this information, the Community Assistance RSF initiated a Community
362 Recovery Mapping Project. This project provided technical assistance, training, and support to
363 create a map which visualized the results of the Assessment. Communities used this data to
364 access additional financial resources to serve their unmet recovery needs. This demonstrates
365 how data -driven decision making ultimately creates better outcomes for communities post-
366 disaster.

367 [Economic](#)

- 368 ▪ **Coordinating Agency:** Department of Commerce (DOC) / Economic Development Administration
369 (EDA)
- 370 ▪ **Mission:** Integrate the expertise of the federal government to help SLTTs and their partners
371 sustain and rebuild businesses and employment and develop economic opportunities that result
372 in sustainable and economically resilient communities after large-scale and catastrophic
373 incidents.

- 374 ▪ **Strategic Outcomes:**
- 375 ○ Disaster-impacted businesses are rapidly stabilized and receive the assistance needed to
- 376 maintain operations and cover workforce payroll expenses.
- 377 ○ SLTTs and business and industry can effectively navigate and leverage federal economic
- 378 recovery resources to support priority recovery projects.
- 379 ○ SLTTs, business and industry, and nongovernmental partners have increased capacity to
- 380 develop and implement comprehensive economic recovery strategies that guide investment
- 381 in new economic opportunities and enhance economic resilience.
- 382 ○ Communities have a greater understanding of future risks and vulnerabilities to consider in
- 383 their economic planning.
- 384 ▪ **Responsibilities:**
- 385 ○ Support the capacity of SLTT partners, business and industry, and community members to
- 386 develop and implement comprehensive economic recovery strategies.
- 387 ○ Support the capacity of SLTT partners, business and industry, and community members to
- 388 identify and mitigate pre-disaster vulnerabilities that may hinder economic recovery efforts
- 389 and help communities plan for long- term resilience.
- 390 ○ Facilitate federal interagency communication and collaboration during recovery to ensure the
- 391 aligned investment of resources in support of SLTT economic recovery priorities.
- 392 ○ Provide business owners with assistance that is critical to the continuity of operations,
- 393 including access to capital as well as technical guidance, and promote early economic
- 394 stabilization for business and industry partners.

RSF Structure in Action: Partners in Economic Recovery

Hurricane Idalia, a Category 3 storm, made landfall approximately 60 miles north of Cedar Key, Florida on August 30, 2023. The Florida Department of Agriculture and Consumer Services estimated that Florida shellfish and aquaculture processors saw more than \$34.1 million in losses from Hurricane Idalia. The National Oceanic Atmospheric Administration (NOAA) Sea Grant aquaculture extension specialist, working with the local growers' association, estimated that Hurricane Idalia impacted more than 80 percent of the clam industry in Cedar Key. This loss resulted in layoffs and workers placed on significantly reduced work schedules.

In September 2023, the Economic RSF met with the U.S. Department of Labor to discuss the impacts of the hurricane. This led to a series of strategic discussions between CareerSource Florida (state and local Department of Labor-supported workforce boards), Florida Sea Grant, and other state/federal partners. In February 2024, a project funded through the Department of Labor National Dislocated Worker Grant program was launched by the partners to help clam farmers and their dislocated workers get back to work. Between the start of the project and June 2024, a total of \$6 million was invested. The local CareerSource Board credited the Economic RSF for playing a key role in helping this project come to fruition.

[Health, Education, and Human Services](#)

- 411
- 412 ▪ **Coordinating Agency:** U.S. Department of Health and Human Services (HHS) / Administration for
- 413 Strategic Preparedness and Response (ASPR)
- 414 ▪ **Mission:** Assist locally led recovery efforts to restore public health, health care, human services,
- 415 education, and behavioral health networks to promote the resilience, health, and well-being of
- 416 affected individuals and communities.

- 417 ▪ **Strategic Outcomes:**
- 418 ○ Health care, public health, environmental health, behavioral health, education, and human
- 419 services systems operations that support individuals, families, and communities are restored
- 420 in the affected area.
- 421 ○ K-12 schools and institutions of higher education promptly resume instruction.
- 422 ○ Communities prevent long-term student learning disruption due to displacement, emotional
- 423 stresses of the post-disaster environment, and other developmental impacts to children and
- 424 youth over the recovery period.
- 425 ○ Communities prevent or mitigate specific medical, psychosocial, and developmental harms
- 426 to individuals and families that often occur during the prolonged post-disaster period.
- 427 ○ Service providers are equipped to respond to future hazards and create more resilient and
- 428 sustainable health care, public health, behavioral health, education, and human service
- 429 systems.
- 430 ○ Communities are prepared to address pre-disaster health and economic disparities to ensure
- 431 rapid and equitably distributed recovery efforts.
- 432 ▪ **Responsibilities:**
- 433 ○ Mitigate post-disaster stress for the affected community, provide additional coping and
- 434 resilience skills support, maintain the behavioral health clinical workforce, and identify
- 435 survivors that require clinical-level intervention.
- 436 ○ Restore and adapt health care systems across the spectrum of care services to meet
- 437 community needs in the post-disaster environment and give disaster survivors access to
- 438 health care services.
- 439 ○ Assess the post-disaster environment to effectively restore community public and nonprofit
- 440 human services and adapt public health interventions to prevent cascading hazards during
- 441 recovery.
- 442 ○ Provide and coordinate financial and technical resources, and assistance for K-12 schools
- 443 and institutions of higher education recovering after a natural disaster, to adapt learning to
- 444 the post-disaster environment and provide effective support for staff and students.
- 445 ○ Help communities rebuild in ways that promote public and environmental health and safety
- 446 for individuals and families.

447 **RSF Structure in Action: Building Public Health Capacity**

448 In the aftermath of Super Typhoon Mawar in 2023, Guam public health officials recognized a
449 critical need to enhance their management of various public health concerns, particularly mold
450 mitigation and lead control. In response, the Health, Education, and Human Services RSF, led
451 by the U.S. Centers for Disease Control and Prevention, deployed a specialized team of mold
452 and lead experts to address the unique challenges faced by Guam communities in these
453 areas.

454 These federal experts conducted a thorough assessment to identify specific local challenges,
455 and subsequently developed and delivered customized training sessions to Guam public
456 health officials. These sessions were designed to build the public health capacity of Guam,
457 equipping them with the knowledge and skills needed to strengthen their internal public health
458 capabilities and effectively manage mold and lead issues in the wake of the disaster.

459 Housing

- 460 ▪ **Coordinating Agency:** U.S. Department of Housing and Urban Development (HUD)
- 461 ▪ **Mission:** Provide housing development expertise while engaging in and facilitating collaboration
462 among federal, state, and local partners involved in housing recovery. Support communities in
463 developing a holistic, inclusive, and equitable recovery plan and implementation process. Assist
464 in assessing impacts, determining key issues, analyzing damage data, and identifying resources,
465 tools, and technical assistance to support the communities’ resilient and sustainable rebuilding.
- 466 ▪ **Strategic Outcomes:**
 - 467 ○ Communities have identified key long-term recovery considerations, implementation
468 strategies and rebuilding priorities through partner engagement.
 - 469 ○ SLTTs and community recovery partners are aware of the resources, tools, and technical
470 assistance available to affected communities along with their administrative, regulatory, and
471 programmatic flexibilities available to affected communities.
 - 472 ○ Long-term recovery and rebuilding planning and implementation are built on a foundation of
473 inclusion, equity, information sharing, and coalition building.
 - 474 ○ Communities become more resilient and sustainable through data-driven recovery planning
475 and implementation that examines all areas of impact and identifies solutions.
 - 476 ○ Communities can enhance overall recovery capacity through a continuous process of
477 assessment, improvement, and resource identification, and by embracing new and
478 strengthening existing partnerships.
- 479 ▪ **Responsibilities:**
 - 480 ○ Provide affected communities with support, guidance, impact and damage data, and other
481 useful information to create a recovery plan.
 - 482 ○ Coordinate the delivery of training and technical assistance opportunities to enhance local
483 capacity to identify long-term rebuilding priorities and recovery implementation strategies.
 - 484 ○ Collaborate with SLTTs and other recovery partners to identify necessary financial resources,
485 tools, and technical assistance to support recovery planning.
 - 486 ○ Identify and engage partners to facilitate whole community inclusion and equity in recovery
487 planning.
 - 488 ○ Communicate to SLTTs the flexibilities and administrative, regulatory, and programmatic
489 disaster relief available to affected communities.
 - 490 ○ Promote and assist coalition building, including information sharing to facilitate successful
491 long-term recovery.

492 **RSF Structure in Action: Housing Assessment and Resource Allocation**

493 Following Hurricane María in Puerto Rico in 2017, the Housing RSF, in collaboration with other
494 RSFs and various local and national organizations, conducted a comparative analysis of
495 housing stock and housing conditions pre- and post-disaster. By gathering data from multiple
496 sources, including an analysis of FEMA-verified loss data for both homeowners and renters, the
497 Housing Impact Assessment summarized the hurricane’s impacts and damages to housing.
498 This assessment equipped the Commonwealth with actionable insights to support recovery
499 planning for affected communities. Consequently, the Commonwealth used the Assessment to

500 develop its comprehensive Community Development Block Grant Disaster Recovery Action
501 Plan, which secured an allocation of approximately \$20 billion.

502 Infrastructure Systems

- 503 ▪ **Coordinating Agency:** U.S. Army Corps of Engineers (USACE)
- 504 ▪ **Mission:** Provide support to SLTTs undertaking the rehabilitation and reconstruction of affected
505 infrastructure systems through coordinated delivery of federal resources, while supporting long-
506 term infrastructure resilience that highlights the use of new, accessible, and permanent
507 infrastructure system options.
- 508 ▪ **Strategic Outcomes:**
 - 509 ○ SLTTs and business and industry partners receive technical assistance that supports
510 infrastructure systems restoration (primarily energy, water/wastewater, transportation,
511 communications, and watershed management) while working toward strengthening system
512 resilience.
 - 513 ○ SLTT and community leaders are informed about existing federal programs, authorities, and
514 available funding that support long-term infrastructure recovery, resilience planning, and
515 project implementation.
 - 516 ○ SLTTs and communities have the resources and support to visualize and develop plans for
517 future projects that use available sustainable/resilient infrastructure technologies, methods,
518 and materials.
 - 519 ○ SLTT and community leaders have the information and data necessary to identify and
520 prioritize infrastructure recovery needs, any associated recovery costs, and an understanding
521 of federal processes to address infrastructure recovery needs.
- 522 ▪ **Responsibilities:**
 - 523 ○ Coordinate federal support to help restore infrastructure systems and services while
524 advancing resilient options that enable infrastructure systems to withstand and quickly
525 recover from future disaster events.
 - 526 ○ Support SLTT infrastructure system recovery and redevelopment through technical
527 assistance and guidance, including resiliency strategies that consider and respect cultural
528 and community concerns.
 - 529 ○ Inform SLTTs and communities about federal program eligibility, application processes, and
530 project requirements through information sharing and technical assistance.
 - 531 ○ Help communities envision and plan more resilient and viable infrastructure that considers
532 impacts from the changing environment and uses new, efficient, effective, and green
533 technologies.
 - 534 ○ Enhance a community’s ability to identify, mitigate, and recover from impacts to
535 infrastructure systems by addressing additional disaster-dependent concerns such as
536 environmental issues, aging infrastructure system failures, adopting modern building codes,
537 providing sufficient energy to operate modern systems, and cybersecurity system gaps.

538 **RSF Structure in Action: Bringing the Right Partners at the Right Time**

539 In late 2023 Louisiana faced severe droughts that led to unprecedented saltwater intrusion
540 from the Gulf of Mexico into freshwater sources. Acting under its authorities, United States
541 Army Corps of Engineers (USACE), collaborated with Louisiana to conduct river surveys and

542 constructed an underwater barrier to delay the saltwater intrusion. USACE’s ongoing support
543 included monitoring salinity levels, transporting freshwater to blend with the salty river water,
544 and identifying further mitigation measures. By January 2024, the saltwater had retreated to
545 pre-incident levels, with USACE currently supporting a five-year study of the Lower Mississippi
546 River to evaluate alternatives for ensuring long-term management of the Mississippi River. The
547 work conducted by USACE demonstrates how response and recovery do not require activation
548 of all RSFs; rather, effective recovery is dependent on deploying the right resources at the right
549 time for impacted communities.

550 Natural and Cultural Resources

- 551 ▪ **Coordinating Agency:** Department of the Interior (DOI)
- 552 ▪ **Mission:** Assist SLTTs in the protection, preservation, and recovery of natural and cultural
553 resources after disaster. Natural resources are land, fish, wildlife, biota, air, and water. Cultural
554 resources are tangible entities or cultural practices that represent the diverse history, art, and
555 traditions of our nation.
- 556 ▪ **Strategic Outcomes:**
 - 557 ○ Communities are equipped to conduct pre- and post-disaster recovery planning for Natural
558 and Cultural Resources in alignment with federal priorities.
 - 559 ○ Time-critical actions have been taken to stabilize affected natural, cultural, artistic, and
560 historic resources, and SLTT partners have an implementable strategy in place to address
561 long-term restoration, rehabilitation, conservation, and preservation needs according to
562 community priorities. This can include sources of potential funding or technical assistance
563 for identified projects.
 - 564 ○ Emergency and long-term actions comply with applicable laws and regulations and have
565 been informed by cultural literacy, the best available science, and proven management
566 practices to support an equitable, sustainable, and resilient recovery.
- 567 ▪ **Responsibilities:**
 - 568 ○ Facilitate technical assistance and resources from various federal, SLTT, nongovernmental
569 organization (NGO), and private sources to support the protection, preservation, and recovery
570 of natural and cultural resources.
 - 571 ○ Conduct education and outreach at the federal, state, Tribal Nation, territorial, and local
572 levels to mitigate future damage to natural and cultural resources.
 - 573 ○ Assist SLTT agencies and community organizations with plan development to ensure long-
574 term resilience of natural and cultural resources. Plans shall focus on the integration of
575 adaptation and mitigation methods based on the best available science, applicable
576 environmental laws, executive orders, guidelines, and best management practices.
 - 577 ○ Assess impacts on natural and cultural resources in the disaster-impacted area by
578 coordinating with response personnel.
 - 579 ○ Identify protections that should be present during stabilization through recovery which foster
580 and preserve the potential for rehabilitation and restoration.
 - 581 ○ Develop a timeline that considers available natural and budgetary resources for addressing
582 efforts to repair and restore natural and cultural resources in a sustainable and resilient
583 manner.
 - 584 ○ Enhance the capacity of practitioners, tradespersons, and artists necessary to implement
585 recovery projects.

- 586 ○ Jointly develop infrastructure and ecosystem restoration plans.
- 587 ○ Preserve and restore natural and cultural resources as part of an overall community recovery
- 588 that is achieved through the coordinated efforts of subject-matter experts and the recovery
- 589 team in accordance with the specified timeline in the recovery plan.

RSF Structure in Action: Integrating Recovery and Mitigation for Coral Reef Protection

591 The 2017 hurricane season caused major damage to Puerto Rico’s coral reefs. To repair the
592 damages, the Natural and Cultural Resources RSF collaborated with FEMA and NOAA to assess
593 reef damage and initiate restoration efforts. With FEMA funding, NOAA led the emergency
594 reattachment of approximately 16,000 corals across 63 sites in Puerto Rico.⁷

595 Under the Natural and Cultural Resources RSF, NOAA also provided technical assistance for
596 ongoing restoration planning, resulting in FEMA’s first-ever natural resource restoration project
597 through the Hazard Mitigation Grant Program. This \$38.6 million project will enhance the coral
598 reef system one kilometer offshore of San Juan, combining concrete modules with coral
599 outplanting to reduce flooding and protect around 800 structures in nearby communities,
600 including Condado, Ocean Park, and Puntas Las Marías.⁸

601 NATIONAL COORDINATORS

602 Each of the six Federal RSFs is led by a Coordinating Agency, with a designated National Coordinator,
603 who is a senior staff member. The National Coordinator manages the Coordinating Agency’s roles
604 and responsibilities within the RSF while also coordinating the efforts of the interagency partners.
605 Additionally, the National Coordinator engages all the participating agencies and organizations within
606 the RSF to ensure successful mission delivery. Key responsibilities of the National Coordinator
607 include:

- 608 ▪ Facilitate collaboration, coordination, and effective communication among all RSF participating
609 agencies and organizations to achieve stated goals.
- 610 ▪ Explore opportunities for utilizing applicable funding and programs across the RSF ([steady state](#)
611 or disaster-specific) to facilitate recovery.
- 612 ▪ Train and educate staff, including individuals who may deploy to support recovery activities,
613 across the RSF’s participating agencies and organizations to deliver operational support in the
614 mission area.
- 615 ▪ Inform national disaster recovery and resilience policy and program development.
- 616 ▪ Incorporate lessons learned from previous field operations to continuously improve recovery
617 strategies.

618 **Post-disaster**, the responsibilities of the National Coordinator include:

- 619 ▪ Designate the RSF Field Coordinator and other mission support team members.
- 620 ▪ Coordinate the involvement of participating agencies and organizations based on mission
621 requirements identified by the FDRO, in collaboration with the Field Coordinator and/or as
622 requested by SLTTs.
- 623 ▪ Ensure collaboration with regional points of contact of the RSF participating agencies and
624 organizations to gain local context, connect with local networks, and ensure long-term continuity.

⁷ National Oceanic and Atmospheric Administration, [Post-Disaster Coral Reef Assessment and Restoration Set Important Precedent for Coastal Communities](#), 2020

⁸ FEMA, [FEMA Allocates Millions to Restore coral Reefs in the Coast of San Juan](#), 2023.

- 625 ▪ Identify steady-state or disaster funding programs available from their agency as well as other
626 agencies to support community needs and operations.
- 627 ▪ Establish and accept Mission Assignments with FEMA, including Mission Assignment extensions,
628 [Interagency Reimbursable Work Agreements \(IRWA\)](#),⁹ or [Interagency Agreements \(IAA\)](#)¹⁰ for a
629 recovery activation when appropriate. Mission Assignments may also be established directly with
630 a [Participating Agency](#), organization, or other federal agency based on identified disaster
631 recovery needs.¹¹
- 632 ▪ Train and support Field Coordinators for the development of mission activities and deliverables,
633 such as Recovery Needs Assessments, community engagement, and/or Recovery Support
634 Strategy.
- 635 ▪ Liaise with leadership to ensure RSF efforts are aligned with the overall recovery strategy.

636 RECOVERY SUPPORT FUNCTION FIELD COORDINATORS

637 The agency’s National Coordinator designates each RSF Field Coordinator to serve as the senior
638 mission-specific operational lead for each RSF Mission Assignment. Key responsibilities of the Field
639 Coordinator include:

- 640 ▪ Manage the deployed federal interagency personnel of their agency and other agencies activated
641 to support the RSF mission.
- 642 ▪ Maintain accountability of federal and contractor assets deployed in support of the RSF.
- 643 ▪ Promote new and reinforce existing relationships between federal and SLTT partners.
- 644 ▪ Identify and document key community recovery needs and challenges in a Recovery Needs
645 Assessment, and manage its preparation, along with the Recovery Support Strategy, for
646 submission to FEMA operational leadership and SLTT authorities.
- 647 ▪ Liaise with leadership on behalf of the Coordinating Agency and with the other RSF participating
648 agencies and organizations.
- 649 ▪ Focus federal resources on the most pertinent recovery needs.

650 ADVISORS

651 Participating agencies and organizations can also activate field-level advisors to support disaster
652 recovery efforts. Advisors are subject-matter experts assigned to support a recovery mission with
653 extensive knowledge of how department or agency resources align with the community’s recovery
654 needs. They support key issues, including sustainability, agriculture, [disability](#) integration, civil rights
655 compliance, mitigation, Unified Federal Review, academia, and philanthropy. They also may
656 represent department and agency equities such as rural development and water systems. Advisors
657 also support the FCO, FDRC, FDRO, and/or Field Coordinators in developing strategies to support
658 locally and regionally appropriate recovery missions. Their unique skillset and expertise can help
659 leadership and staff identify solutions that meet incident-level needs.

⁹ [U.S. Department of Homeland Security, Homeland Security Acquisition Manual Subchapter 3017.5 Interagency Acquisitions, 2021](#)

¹⁰ [U.S. Department of Homeland Security, Homeland Security Acquisition Manual Subchapter 3017.5 Interagency Acquisitions, 2021](#)

¹¹ Participating agencies and organizations can provide recovery support through multiple avenues, including their normal authorities, steady-state programs and existing relationships.

660 4. State, Local, Tribal Nation, and Territorial Roles and 661 Responsibilities

662 SLTTs play a critical role in disaster
663 recovery, relying on their own
664 capacities and authorities to lead
665 recovery for most disasters. While
666 the federal government provides
667 resources, expertise, and additional
668 support, SLTTs are responsible for
669 organizing and executing recovery
670 within their communities. This
671 includes disaster recovery
672 practitioners who may also support
673 recovery work on an as-needed
674 basis. For example, a school
675 superintendent may be designated
676 as their community’s disaster
677 recovery lead for education and
678 social services.

679 To effectively manage recovery
680 efforts, there are a number of best
681 practices SLTTs can take to be better
682 positioned for recovery from a
683 disaster.

684 Best practices to consider
685 implementing **pre-disaster** include:

- 686 ▪ Identify the government entity and position responsible for leading recovery coordination, as well
687 as the individuals who will act as liaisons between governmental entities and NGOs. This
688 includes the respective SLTT disaster recovery coordinators. Some commonly used positions
689 include the [Local Disaster Recovery Manager \(LDRM\)](#), [State Disaster Recovery Coordinator
\(SDRC\)](#), [Territorial Disaster Recovery Coordinator \(TDRC\)](#), and [Tribal Disaster Recovery
Coordinator \(Tribal DRC\)](#).
- 692 ▪ Identify who else within the government needs to be involved and determine a coordination
693 structure (e.g., key positions, offices, etc.).
- 694 ▪ Develop, adopt, and maintain pre-disaster recovery and resilience assessments and plans.
- 695 ▪ Develop a communication plan that includes and considers historically marginalized or
696 underserved communities¹² as well as neighboring jurisdictions and Tribal Nations.
- 697 ▪ Identify and develop strong relationships and networks with recovery counterparts, as well as
698 nonprofit, philanthropic, and business and industry partners, to determine what types of
699 assistance may be available post-disaster and document important information. This includes
700 priorities, roles, responsibilities, resources, communication channels, and tasks.



Figure 3: Community Driven Recovery

Community Driven Recovery depicts local communities at the center of any disaster recovery. Federal and non-federal partners organize their support around community needs.

¹² FEMA, Achieving Equitable Recovery, 2023

- 701 ▪ Establish memorandums of understanding (MOU) and mechanisms to ensure adequate
702 resources are available post-disaster, including coordination with nonprofit and philanthropic
703 partners.
- 704 ▪ Conduct training and exercises regularly to educate recovery partners and ensure effective
705 coordination pre and post disaster.
- 706 ▪ Determine data needs and collection mechanisms (i.e., information required to conduct or
707 inform damage assessments to include for Stafford Act Declarations or other agency programs).
- 708 ▪ Develop identifiable metrics for successful recovery from pre-identified threats, based on
709 appropriate Threat and Hazard Identification and Risk Assessment (THIRA)/Stakeholder
710 Preparedness Report (SPR), or other tools developed by the jurisdiction to understand their risks
711 and threats.

712 **Post-disaster** actions are also critical in enabling communities to establish and refine recovery
713 priorities, goals, and objectives, identify specific projects in areas of critical importance, and identify
714 mitigation opportunities to improve community resilience against threats and hazards.

715 Best practices to consider implementing **post-disaster recovery** include:

- 716 ▪ Assign disaster-specific individuals who will lead coordination between states, Tribal Nations,
717 territories, and/or federal agencies and NGOs. This includes the [LDRM](#), and the [SDRC](#), [TDRM](#), or
718 [Tribal DRC](#).
- 719 ▪ Conduct initial damage assessments to inform recovery planning and potential federal requests
720 for assistance.
- 721 ▪ Establish a communications structure to share information internally and externally, ensuring
722 that communications are accessible to all communities.
- 723 ▪ Conduct outreach and listening sessions to understand community needs, being mindful of
724 survivors' suffering, and including means of access and representation from the whole
725 community.
- 726 ▪ Set equitable recovery priorities and outcomes in partnership with affected communities with a
727 focus on resilient outcomes.
- 728 ▪ Develop a disaster recovery plan that promotes local decision-making and ownership, as it
729 ultimately becomes the roadmap for all levels of government and nongovernmental partners to
730 provide resources and support. Disaster recovery plans should be updated as needed and
731 adjusted based on continuing information analysis.
- 732 ▪ Develop and maintain an accessible system to manage and monitor progress made toward
733 recovery goals and project implementation.
- 734 ▪ Engage governmental and nongovernmental partners to identify and determine how to cover
735 unmet needs.
- 736 ▪ Implement MOUs and other agreements to facilitate effective post-disaster coordination.

737 Post-disaster Recovery Planning: Turning Losses into Lessons

738 In 2017, the Tubbs Fire ravaged Santa Rosa, California. Despite having adopted its hazard
739 mitigation plan in 2016, the city quickly recognized the need to update the plan after the fire
740 claimed 24 lives and destroyed more than 3,000 homes. Santa Rosa successfully secured
741 funding through the FEMA Hazard Mitigation Grant Program and the city's fire department led
742 a citywide effort to develop a community wildfire protection plan as an annex to the existing
743 hazard mitigation plan. This annex provided detailed wildfire risk assessments, outlined an

744 action plan prioritizing risk reduction measures, and offered guidance for homeowners to
745 protect their properties.

746 **4.1. Local Governments**

747 Local governments are responsible for adopting and implementing recovery strategies and projects
748 for their communities because they directly represent the interests and needs of the affected
749 community. Depending on the type and severity of a disaster, local governments may receive support
750 from the federal government, states, Tribal Nations, or territories, as well as neighboring
751 municipalities and regional authorities. Despite this support, local governments may face capacity
752 constraints when responding to and recovering from disasters (e.g., insufficient staff, limited
753 recovery and resilience subject-matter expertise).

754 In the wake of disasters, local officials and public employees may need to assume disaster recovery-
755 related roles and responsibilities beyond their regular duties. This could include additional
756 community engagement and coordination, preparing and submitting grant applications, and other
757 functions. It is also important to consider that many of these individuals may need to manage
758 disaster recovery work while also suffering from and dealing with personal loss caused by the
759 disaster.

760 Local governments can act to build their own capacity and resilience before a disaster (e.g.,
761 providing trainings for staff, hardening infrastructure). These actions involve balancing observable
762 physical, environmental, and societal risks with corresponding mitigation strategies. This includes
763 establishing local recovery policies and methods to formally coordinate the solicitation and
764 consideration of input from across the entire community.

765 **4.2. States and Territories**

766 States and territories play a critical role in coordinating disaster recovery efforts. They may serve as
767 the conduit for federal support to local communities, Tribal Nations, NGOs, and business and
768 industry partners. Accordingly, it is critical for states and territories to establish and maintain clear
769 and open lines of communication with all disaster recovery partners. It is also important to note that
770 disaster recovery oversight does not always reside exclusively within a state or territory emergency
771 management structure. While emergency managers may often lead the coordination, successful
772 disaster recovery involves all departments and agencies engaging and committing staff to supporting
773 recovery efforts (e.g., housing or economic recovery).

774 Some states or territories may choose to adopt their own disaster recovery framework that parallels
775 the federal RSF structure. The structure and functions of state or territory RSFs can vary based on
776 factors such as capacity, staffing, funding, and frequency of events, among other
777 considerations. Due to the variety of state and territorial structures and functions, it is the
778 responsibility of the federal RSFs to strategically align with the state or territory's recovery structure
779 to effectively provide recovery support.

780 **Pre-Disaster Housing Initiative: Seizing the Opportunity to Plan Ahead**

781 Planning for a disaster housing mission can be an enormous challenge. That is why, in 2023,
782 FEMA and HUD undertook a first-of-its-kind initiative to bring emergency managers and
783 housing officials together to prepare for resilient disaster housing recovery. The pilot program
784 included Louisiana, Montana, New Jersey, and Washington as the first cohort. Over seven
785 months, the states worked with housing and recovery subject-matter experts, to build
786 relationships, address challenges, and create housing recovery strategies that leveraged the
787 resources and expertise of both FEMA and HUD. By connecting these key players before a

788 disaster, the program enabled more effective support for survivors and local communities as
789 they transition from recovery into rebuilding.

790 4.3. Tribal Nations

791 As sovereign nations, Tribal Nations
792 take the lead in preparing for and
793 managing their disaster recovery
794 efforts. Tribal Nations are often the
795 first and sometimes only
796 responders to disasters within their
797 communities. Tribal Nations rely on
798 the traditional ecological
799 knowledge and nature-based
800 solutions that have effectively
801 promoted resilient disaster
802 recovery for centuries. The federal
803 government has a trust and treaty
804 responsibility¹³ to Tribal Nations,
805 each of which faces unique
806 circumstances and challenges.

807 Tribal communities may include
808 Tribal citizens residing beyond the
809 Tribal Nation’s jurisdictional
810 boundaries, encompassing Tribal
811 citizens, descendants of the Tribal
812 Nation, Tribal Nation employees,
813 and non-Tribal Nation members or
814 non-Natives living within the Tribal Nation. Because of their distinct and varying political structures,
815 cultures, religions, and historical contexts, among many other factors, each Tribal Nation has special
816 disaster recovery needs that require careful consideration.

Planning for Your Neighbor: Culturally Competent Language for Working with Tribal Nations

It is critical for all disaster recovery partners to understand that Tribal Nations have religious and/or cultural beliefs which may guide how they manage disasters, including the use of appropriate language surrounding disasters, death, and recovery. These important considerations are vital to maintaining positive relationships with Tribal Nations. Failure to do so can erode trust, sometimes with long-lasting consequences including shutting the door on working with that Tribal Nation.

For example, certain Tribal Nations may not speak about or plan for disasters as they believe this will bring disaster to their community. To engage in disaster recovery planning, some Tribal Nations have created plans for their neighbors, rather than themselves. It still requires Tribal Nations to work through the process, while the language they use is focused on planning for their neighbor.

817 A Coordinated Recovery Effort: Partnerships in Remote Places

818 In western Alaska, coastal erosion, flooding, and permafrost degradation – largely due to
819 environmental changes and worsened by a typhoon – threaten over 40 remote native villages
820 reliant on subsistence livelihoods. The area’s extreme remoteness, limited infrastructure, and
821 vulnerability to future disasters prompted the Community Assistance RSF to provide recovery
822 management technical assistance to 12 villages. These villages, averaging 500 residents
823 each, have complex governance involving city councils, Tribal Councils, and Village
824 Corporations. The Community Assistance RSF facilitated recovery coordination among
825 governing entities and brought in various agencies and partners for support. Erosion protection
826 was identified as a high priority, leading the Community Assistance RSF and the Infrastructure
827 Systems RSF to help communities apply for a pilot program with no local cost match, resulting
828 in six applications. Additionally, the Community Assistance RSF supported communities in

¹³ The federal Indian trust responsibility is a legal obligation under which the United States “has charged itself with moral obligations of the highest responsibility and trust” toward Indian Tribes (*Seminole Nation v. United States*, 1942). Over the years, the trust doctrine has been at the center of numerous other Supreme Court cases, thus making it one of the most important principles in federal Indian law. The federal Indian trust responsibility is also a legally enforceable fiduciary obligation on the part of the United States to protect Tribal treaty rights, lands, assets, and resources, as well as a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native Tribes and villages.

829 applying for Bureau of Indian Affairs disaster supplemental funding, resulting in 13 Tribal
830 governments submitting nine applications and securing \$25 million for home repairs and
831 subsistence equipment replacement.

832 5. Nongovernmental Resources

833 Disaster affected communities and survivors may still have ongoing needs that extend beyond the
834 assistance provided by the federal government, state, or Tribal governments. Nongovernmental
835 partners can often address ongoing or unmet community needs using their own resources,
836 capabilities, and donations. These partners include both disaster-specific [Long-Term Recovery](#)
837 [Groups \(LTRG\)](#) as well as NGOs, philanthropic organizations, business and industry, and academia.
838 While the availability of these resources may be limited based on geography or specific
839 circumstances, nongovernmental partners can provide crucial support in a variety of forms.
840 Community members and SLTT officials should actively explore these options as they establish their
841 pre- and post-disaster recovery plans.

842 It is also important to leverage existing relationships with non-federal resources. Oftentimes,
843 partners that collaborate under normal circumstances can quickly step in to provide disaster
844 recovery assistance such as funding, human resources, and strategic guidance. These diverse
845 resources can help communities recover from disasters more quickly and strengthen resilience
846 against future challenges. This approach ensures a more sustainable recovery process by leveraging
847 the strengths and capabilities of diverse sectors to support community well-being and resilience.

848 5.1. Long-Term Recovery Groups

849 Following a disaster, community-based organizations and partners may choose to form a single
850 unified group through which members organize their recovery operations. This unified group is often
851 called an LTRG. LTRGs can include community leaders, local NGOs, [Voluntary Organizations Active in](#)
852 [Disasters \(VOAD\)](#), state and federal government representatives, community-wide and neighborhood
853 leaders, business and industry partners, disability organizations, faith-based leaders, and other
854 recovery partners. FEMA [Voluntary Agency Liaisons \(VAL\)](#), are often involved and establish supportive
855 long-term relationships with members of the LTRG.

856 LTRGs are usually established for a specific incident and are not intended to be permanent groups.
857 They may last for a few months or a few years, depending on the needs of the community, but
858 usually disband once the affected community has reached established key recovery milestones. The
859 goal of LTRGs is to match recovery resources with community needs to ensure that even the most
860 vulnerable in the community can recover from the disaster. The specific functions and priorities that
861 an LTRG serves may vary by disaster as they are dependent on the unique characteristics of the
862 community, group leadership, and committee members.

863 Impacts of a Community Long-Term Recovery Group: Healing Past Wounds

864 LTRGs play a vital role in recovery efforts by empowering communities to identify their needs
865 and coordinating assistance. After the Marshall Fire and Windstorm in Boulder, Colorado, the
866 “Marshall Restoring Our Community” LTRG, led by the VOAD, built trusted relationships with
867 survivors and supporting agencies. The group united resources and centered survivors’ needs,
868 opening the Marshall Fire Recovery Center to provide services such as mental health support
869 and community connection. The LTRG worked closely with social services agencies and
870 disaster case management to address critical unmet needs like food insecurity and mental
871 health services. In October 2023, the LTRG organized a Multi-Agency Recovery Center event
872 called the “Marshall Fire Moving Forward” event, bringing together 400 survivors and 35
873 agencies to help identify resource gaps and build relationships. Their smoke and ash task

874 force exemplifies their ability to adapt and coordinate resources to meet evolving local
875 recovery goals.

876 5.2. Nongovernmental Organizations

877 NGOs are independent, not-for-profit entities that work for the public good. The capacity of any given
878 [nongovernmental organization](#)¹⁴ can range in scale from small community-based nonprofits to
879 national organizations with extensive experience in disaster response and recovery.

880 NGOs have access to recovery-related knowledge, skills and resources that can be used to help
881 communities, pre- and post-disaster. Many NGOs maintain existing relationships with other disaster
882 recovery partners and may help contribute to SLTT preparedness and planning efforts. During
883 disaster recovery, NGOs often take the lead on a multitude of needs that SLTT and federal partners
884 may not have the capacity to address. Some examples of how these critical partners can support
885 recovery are:

- Crisis Counseling
- Casework and Case Management
- Legal Services – Succession Deeds, Fair Housing, Insurance
- Disaster Unemployment Assistance
- Emergency Food and Shelter
- Transitional Sheltering Assistance
- Direct Housing
- Mass Care
- Referral Services
- Training and Technical Assistance
- Funding Resources and Grants
- Cleanup and Debris Removal
- Mold Remediation
- Distribution of Emergency Supplies
- Construction – Major and minor home repairs, mitigation efforts, reconstruction
- Financial and Insurance Literacy
- Long-Term Recovery Coordination
- Advocacy

886 NGOs are vital partners in disaster management, bridging gaps and addressing immediate needs
887 while laying the groundwork for recovery and resilience. Their diverse roles enhance the collective
888 humanitarian response to disasters. NGOs often originate from or remain in disaster-affected
889 communities and can continue to mobilize, support, and provide recovery support to individuals and
890 the community. As such, it is crucial that NGOs receive timely information from and closely
891 coordinate with their SLTT counterparts.

892 5.3. Philanthropy, Business and Industry, and Academia

893 In addition to VOAD and NGO resources, disaster recovery resources may also be available from
894 other non-federal partners such as philanthropy, business and industry, and academia. Engaging
895 philanthropic organizations can unlock grants, donations, and expertise dedicated to supporting
896 communities in times of need. Business and industry partnerships can bring in resources through
897 corporate social responsibility initiatives, separate supply chains, and technical expertise, offering
898 both immediate relief and long-term solutions. Academic institutions can contribute through
899 research, technical assistance, and innovative approaches to recovery and resilience.

900 PHILANTHROPY

901 Philanthropic organizations across the nation work to support disaster-affected SLTTs and individual
902 survivors. This includes philanthropic partners at all levels, from organizations supporting disaster

¹⁴ NGOs include VOADs and other nonprofits, encompassing voluntary, faith- and community-based, business and industry, philanthropic, minority or disability-focused groups, and whole community partners who help individuals and communities equitably plan for, respond to, and recover from disasters.

903 recovery nationwide down to local, community-specific aid groups. These partners may fill gaps in
904 recovery that the community has otherwise been unable to address or provide disaster survivors with
905 additional financial aid to cover unmet needs.

906 Many RSF partners recognize the value of these contributions and have designated philanthropic
907 liaisons to assist with identifying potential philanthropic partners. These liaisons can identify and
908 connect potential philanthropic partners with recovery initiatives to ensure a coordinated and
909 effective response. This can enhance the ability of communities to rebuild and recover more quickly.

910 **BUSINESS AND INDUSTRY**

911 From Fortune 500 corporations to critical infrastructure owners and operators to small businesses
912 and farms across the nation, business and industry partners can play a key role in disaster recovery.
913 These partners significantly contribute to the overall effectiveness of a community's recovery by
914 ensuring the continuity of essential services and the stability of the local economy. Their engagement
915 and support are critical to the resilience and recovery of disaster-affected areas. Given their critical
916 role in overall community recovery, businesses are strongly encouraged to develop post-disaster
917 recovery plans to ensure their continuity as well as support for their overall community recovery.

918 For example, businesses in critical infrastructure sectors such as water, power, telecommunications,
919 and transportation can provide material and technical assistance to restore critical infrastructure
920 affected by disasters through mutual aid and assistance. Restoring these services contributes to the
921 immediate safety and well-being of communities and bolsters the operational capacity of other
922 sectors. Similarly, the healthcare and pharmaceutical industries can ensure the availability of
923 necessary medical supplies and services, while the retail and food industries can help meet basic
924 consumer needs.

925 Small businesses and farms are of key importance both in providing jobs and in shaping the
926 character and culture of a community. Disruptions due to disasters can result in families losing
927 access to essential services and resources and destabilize local economies. The recovery and
928 resilience of these businesses are essential to the overall health of the community. Involving
929 business and industry partners in recovery planning and execution can bring innovative solutions
930 and resources, enhancing the community's ability to bounce back from disasters.

931 **Business Preparedness Can Cost Nothing**

932 The Small Business Development Center (SBDC) Program has a longstanding history of helping
933 businesses prepare for and recover from disasters. Through this program, small businesses
934 can find resources and guidance for their business preparedness, continuity planning, and
935 disaster recovery. These services are delivered through individual SBDCs, which are local
936 centers that collaborate with federal, state, and local resources to help provide disaster
937 assistance within their communities. Business consultants at SBDCs offer no cost consulting
938 aimed at minimizing losses and enhancing the survivability of businesses affected by
939 disasters. These specialists can guide businesses through the process of applying for state
940 and federal disaster loans, offering step-by-step assistance to help them get back on their feet.
941 SBDCs provide a wide range of services including continuity planning to prevent business
942 interruptions and financial guidance to help companies manage their finances and access
943 emergency funds. All these services are provided at no cost, ensuring that businesses have the
944 resources they need to navigate through challenging times.

945 **ACADEMIA**

946 Academia can play a pivotal role in community recovery for several reasons. Higher education
947 institutions offer a wide array of subject-matter expertise and specialized resources that can assist
948 SLTTs with disaster recovery planning, mitigation, and resilience. Their expertise in fields like urban

949 planning, environmental science, and engineering can inform effective recovery strategies.

950 For example, the nation’s 111 public land-grant institutions, established to support research,
951 education, and outreach in the agricultural sciences and engineering, have partnered on a range of
952 disaster recovery efforts. These collaborations highlight the critical role academia plays in enhancing
953 community recovery.

954 Academic institutions can also develop and apply new technologies and innovative solutions to
955 address challenges such as advanced mapping techniques, building resilient infrastructure, and
956 creating sustainable recovery plans. For example, Historically Black colleges and universities
957 maintain strong partnerships with African American communities – in urban, suburban, and rural
958 localities. Their trusted positions, particularly in health sciences and education, help leverage access
959 to these communities.

960 By leveraging these partnerships and resources, communities can ensure a more effective and
961 sustainable rebuilding process after a disaster, leading to resilience and long-term recovery.

962 Leaning on Academia for Innovative Solutions

963 After Hurricane Michael struck Florida in 2018, many communities needed specialized
964 assistance to recover. The Interagency Recovery Coordination group, sensing this need,
965 identified a diverse array of experts, including the Infrastructure Systems RSF, the EPA’s
966 Sustainability Advisor, and the EPA Colleges/Underserved Community Partnership Program.
967 This team leveraged multi-disciplinary engineering support from the Florida A&M University-
968 Florida State University College of Engineering and the Drexel University College of
969 Engineering to design a Dual Use Engineering Center. This initiative exemplified the NDRF’s
970 principle of integrating diverse expertise to achieve sustainable and innovative recovery
971 solutions. By bringing together a wide range of skills and perspectives, the team also
972 developed a cutting-edge facility that not only addressed immediate recovery needs but also
973 provided long-term benefits for the community.

974 6. Conclusion

975 The NDRF serves as a guide, outlining federal and nonfederal disaster recovery resources and
976 support for SLTTs. While it provides a framework for how the federal government engages in
977 recovery, it also acknowledges that SLTTs are simultaneously leading their own response and
978 recovery efforts. The NDRF emphasizes that recovery is most successful when it is organized around
979 community-driven and locally defined goals. It promotes equitable and resilient outcomes,
980 recognizing the importance of inclusivity and long-term sustainability in recovery efforts. During both
981 pre- and post-disaster recovery, the NDRF provides SLTTs with valuable information to inform and
982 enhance their own disaster recovery efforts.

983 More importantly, the NDRF is not prescriptive. Instead, it serves as a flexible framework for SLTTs to
984 effectively address the dynamic and evolving nature of disaster recovery, ultimately fostering
985 stronger and more resilient communities. By using the NDRF, SLTTs can better prepare for and
986 respond to these challenges, ensuring that their communities are more resilient and better equipped
987 for future disasters. In conclusion, the NDRF stands as a critical resource for disaster recovery,
988 advocating for community-focused, equitable, and resilient approaches.

989 **Appendix A: Recovery Support Functions and**
990 **Participating Agencies and Organizations**

991 Appendix A contains RSF Fact Sheets which provide high-level summaries of how the federal RSFs
992 work.

DRAFT

COMMUNITY ASSISTANCE (CA) RECOVERY SUPPORT FUNCTION (RSF)

After a disaster, communities must lead complex recovery efforts. The CA RSF supports Tribal Nations and localities by building relationships, providing training, and supporting efforts to plan, prioritize, and implement their recovery goals and objectives.

The CA RSF is coordinated by FEMA and consists of a National Coordinator and team at FEMA Headquarters, Regional Coordinators in each of FEMA's 10 regions, and a cadre of staff available to assist in pre-disaster planning and disaster deployment.



MISSION

Coordinate assistance and support from across the federal government and nongovernmental partners to help state, local, Tribal Nation, and territorial governments (SLTTs) effectively plan for and manage their recovery.

BEFORE A DISASTER	AFTER A DISASTER
<p>PARTNERSHIP DEVELOPMENT Identifies, connects, and coordinates with national, state, local and regional partners who can assist the CA RSF in its mission.</p>	<p>JUST-IN-TIME TRAINING Hosts training series offered to local staff and leadership that provides critical information about disaster processes, and planning and capacity considerations.</p>
<p>PRE-DISASTER RECOVERY PLANNING Encourages and supports efforts of states, Tribal Nations, and territories to develop pre-disaster recovery plans to guide post-disaster recovery efforts and build recovery capabilities.</p>	<p>COMMUNITY ENGAGEMENT AND PARTNERSHIP DEVELOPMENT Provides advice and support to communities to engage all partners to support equitable and inclusive recovery.</p>
<p>BUILDING COMMUNITY ASSISTANCE AWARENESS, ENGAGEMENT AND CAPACITY Engages states, Tribal Nations, and territories with partner support to describe CA program support and offerings.</p>	<p>RECOVERY PLANNING TECHNICAL ASSISTANCE Works with affected communities and CA RSF partners to provide planning technical assistance and identify potential funding sources for identified recovery projects.</p>
<p>PLANNING TOOLS, DATA ASSESSMENT, GUIDANCE Develops tools and materials to assist CA's mission and maintains the online Community Recovery Management Toolkit.</p>	<p>MANAGEMENT CAPACITY With partners, works with affected community leaders to identify management needs and resources.</p>



COORDINATING AGENCY

Department of Homeland Security (DHS)/FEMA



PARTICIPATING AGENCIES AND ORGANIZATIONS

American Red Cross | AmeriCorps | Delta Regional Authority | Department of Agriculture | Department of Commerce | Department of Education | Department of Justice | Department of Health and Human Services | Department of Homeland Security | Department of Housing and Urban Development | Department of the Interior | Department of Transportation | 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

COMMUNITY ASSISTANCE (CA) RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Technical assistance such as impact analyses, technical advisory support, and Geographic Information Systems (GIS) analysis.
- Visioning sessions to help communities design a more resilient community throughout long term recovery.
- Public engagement and outreach, in partnership with other RSF and federal partner agencies, for topic-specific resource fairs, educational opportunities, and facilitating community meetings and public forums.

ECONOMIC RECOVERY SUPPORT FUNCTION (RSF)

After a disaster strikes, communities often grapple with a complex and difficult recovery process. The Economic RSF supports state, local, Tribal Nation, and territorial governments (SLTTs) return to a state of economic health and development of new economic opportunities that result in a sustainable, economically resilient community.

The Economic RSF is coordinated by the Economic Development Administration (EDA) on behalf of the Department of Commerce. Economic RSF policies and administration are managed by a National Coordinator, staff at EDA Headquarters and EDA's six regional offices. Upon FEMA's activation of the Economic RSF after certain catastrophic disasters, EDA regional office staff are assigned to serve as Economic RSF Field Coordinators (FCs) to deploy to help SLTTs advance their recovery goals and priorities.



MISSION

Integrate the expertise of the federal government to help SLTTs and their partners sustain and rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents.

BEFORE A DISASTER	AFTER A DISASTER
<p>PARTNERSHIP DEVELOPMENT Identifies, connects, and coordinates with health, education, human services, and NGP partners at federal, state, Tribal Nations, territorial, and local agencies.</p>	<p>PARTNERSHIP AND PARTNERSHIP AND ENGAGEMENT Creates opportunities for representatives of local and state economic/workforce development organizations to meet federal experts and learn about available recovery resources and assistance programs.</p>
<p>PRE-DISASTER RECOVERY PLANNING Collaborates on data tools, dashboards, and guides to help economic development organizations plan and effectively implement recovery and resilience strategies. Encourages regional economic development districts to develop Comprehensive Economic Development Strategies (CEDs) that consider ways to strengthen resiliency to risks/hazards, including aligning the CEDs with FEMA's hazard mitigation plan.</p>	<p>ASSESS IMPACTS AND DEVELOP RECOVERY STRATEGIES Works closely with local and regional leadership during disaster recovery to provide technical assistance and data related to economic development. Helps to identify resources to fund recovery, rebuilding and resiliency efforts, which may include support for disaster recovery coordinators and project funding, including access to Disaster Supplemental appropriations where relevant.</p>
<p>PREPAREDNESS AND MITIGATION DEVELOPMENT Identifies risks and hazards that may affect economic assets and infrastructure, supports business continuity planning, and develops strategies that strengthen local economies, such as programs that encourage economic diversification.</p>	<p>WORKFORCE DEVELOPMENT Engages the workforce development system, including state vocational rehabilitation programs, to help disaster survivors return to work with the appropriate supports, accommodation, and retraining. This also includes helping disaster impacted places take advantage of new economic opportunities, build a workforce for the future, and promote rebuilding efforts that add value to the local economy.</p>
<p>BUSINESS PREPAREDNESS & RECOVERY PLANNING Encourage businesses to prepare for disasters by reducing risk and creating recovery strategies to ensure continuity of operations, prevent workforce and payroll disruption, and support community resilience.</p>	<p>EARLY ECONOMIC STABILIZATION Small Business Administration resources provide financial and technical support to help businesses stabilize in the immediate aftermath of a disaster, build back stronger, and support a foundation for the long term economic and community recovery.</p>



COORDINATING AGENCY

Economic Development Administration (EDA)



PARTICIPATING AGENCIES AND ORGANIZATIONS

AmeriCorps | Department of Agriculture | Department of Energy | Department of Health and Human Services | Department of Housing and Urban Development | Department of the Interior | Department of Labor | Department of Homeland Security | Department of the Treasury | Department of Transportation | Environmental Protection Agency | FEMA | Small Business Administration

ECONOMIC RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Support assessment of property and non-physical damages to local businesses.
- Implement workforce development initiatives that provide economically displaced survivors with vocational training for current and emerging employment opportunities, as well as short-term employment opportunities to displaced workers.
- Research studies that investigate workforce capacity, supply chain, and infrastructure issues that may hinder recovery and ways to overcome these barriers to encourage economic diversification and growth.
- Provide grants, technical guidance, and loans supporting small business development in new and emerging sectors of local and regional economies.

HEALTH, EDUCATION, AND HUMAN SERVICES (HEHS) RECOVERY SUPPORT FUNCTION (RSF)

The HEHS RSF restores and improves health and social services networks to promote the resilience, health, independence, and well-being of the whole community pre- and post-disaster. The HEHS RSF implements the federal framework to support locally led recovery efforts focused on health care systems, human services, behavioral health, public health/environmental health, and education.

The HEHS RSF is coordinated by the Administration for Strategic Preparedness and Response (ASPR) on behalf of the U.S. Department of Health and Human Services (HHS). The HEHS RSF is coordinated by a National Coordinator, Deputy National Coordinator, and staff from ASPR's Office of Community Mitigation and Recovery based both at ASPR headquarters and in HHS' 10 regions, who respond to support SLTT recovery efforts when activated by FEMA.



MISSION

Assist locally led recovery efforts to restore public health, health care, human services, education, and behavioral health networks to promote the resilience, health, and well-being of affected individuals and communities.

BEFORE A DISASTER	AFTER A DISASTER
<p>PARTNERSHIP DEVELOPMENT</p> <p>Identifies, connects, and coordinates with health, education, and human services partners at Federal, State, Tribal, Territorial, local, and NGO agencies.</p>	<p>OPERATIONAL PLANNING</p> <p>Develops plans for the transition from post-incident recovery operations back to steady-state operations and incorporates those into existing preparedness and operational plans.</p>
<p>SHARING TECHNICAL ASSISTANCE RESOURCES</p> <p>Develops and promulgates materials to build resilience and support preparedness planning for future recovery requirements. Technical Assistance Centers include Readiness and Emergency Management for Schools (REMS Technical Assistance), ASPR Technical Resources, Assistance Center and Information Exchange (TRACIE), and Substance Abuse and Mental Health Services Administration SAMHSA Disaster Technical Assistance Center.</p>	<p>IMPLEMENTATION STRATEGY DEVELOPMENT</p> <p>Addresses recovery issues for health, education, and human services with cross-cutting priorities related to: the needs of children, youth, and families; integration of older adults and people with access and functional needs; climate resilience and sustainability; and equity in post-disaster outcomes.</p>
<p>TRAINING & CAPACITY BUILDING</p> <p>Develop tools and materials to increase capacity of health, education, and human services providers and agencies to support recovery from all-hazards events.</p>	<p>TRAINING, SUBJECT MATTER EXPERTISE, AND TECHNICAL ASSISTANCE</p> <p>Performs needs assessment and develops courses of action to support SLTT recovery strategies, with particular focus on specialized technical assistance, scientific subject matter expertise, peer-to-peer support, and programmatic technical assistance.</p>
<p>DEVELOPMENT OF SCIENCE BASE</p> <p>Continued learning and expansion of scientific knowledge to inform recovery from disasters and public health emergencies.</p>	<p>RESOURCE IDENTIFICATION</p> <p>Assists SLTT partners in identifying specific federal resources that can help address key health, human services, or education challenges identified in the SLTT recovery strategy.</p>



COORDINATING AGENCY

Department of Health and Human Services (HHS) Administration for Strategic Preparedness and Response (ASPR)



PARTICIPATING AGENCIES AND ORGANIZATIONS

Administration for Children and Families | Administration for Community Living | Agency for Healthcare Research and Quality | Agency for Toxic Substances and Disease Registry | American Red Cross | AmeriCorps | Centers for Disease Control and Prevention | Centers for Medicare & Medicaid Services | Commissioned Corps of the U.S. Public Health Service | Department of Agriculture | Department of Education | Department of Veteran Affairs | Environmental Protection Agency | Food and Drug Administration | Health Resources and Services Administration | HHS Office of the Secretary | Indian Health Service | National Institutes of Health | National Voluntary Organizations Active in Disaster | Substance Abuse and Mental Health Services Administration

HEALTH, EDUCATION, AND HUMAN SERVICES (HEHS) RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Deliver training to community leaders and local officials on interventions designed to promote behavioral health outcomes post-disaster, such as Psychological First Aid or Skills for Psychological Recovery.
- Deliver training and assistance to assess and mitigate post-disaster environmental health hazards such as mold, lead, asbestos, industrial chemicals, or airborne particulate matter.
- Conduct public health rapid community needs assessment (such as the Center for Disease Control's [CDC] Community Assessment for Public Health Emergency Response) in coordination with SLTTs to obtain household-level information about a community to enable public health leaders and emergency managers to make informed decisions.
- Give technical assistance on relevant waivers and flexibilities for human services programs for children, families, older adults, and individuals with access and functional needs, to enable those programs (including childcare, domestic violence services, and aging and disability networks) to support community recovery more directly.
- Deliver technical assistance to affected K-12 and institutions of higher education schools to restore a safe environment conducive to learning, including the US Department of Education's Project School Emergency Response to Violence (Project SERV) grant and other applicable grants for schools.
- Strategize community healthcare capacity restoration and help affected healthcare facilities improve emergency planning and readiness.
- Coordinate peer to peer meetings between state educational youth and children coordinators to facilitate discussions on best practices and lessons learned from supporting homeless and displaced students.
- Conduct After Action Reviews for state education agencies about their wildfire response and recovery efforts to capture best practices, lessons learned, and recommendations for future disasters.
- Provide emergency management training for state education agencies and institutions of higher education following a disaster to be better equipped for the next disaster.

HOUSING RECOVERY SUPPORT FUNCTION (RSF)

The Housing RSF works toward addressing disaster housing issues, focusing on solutions that are feasible, sustainable, and resilient. As states and communities look to the federal government for assistance in housing both disaster survivors and others who choose to live in recovering communities, the Housing RSF coordinates and effectively integrates available housing-related resources, addresses conflicting policy/program issues, and identifies gaps in service and assistance delivery.

The Housing RSF is coordinated by the U.S. Department of Housing and Urban Development (HUD) and consists of a National Coordinator and a headquarters team focused on recovery policy implementation and deploying effective field operations. The Housing RSF supports all FEMA mission assigned incidents with additional staffing through its network of 10 regional offices.



MISSION

Provide housing development expertise while engaging in and facilitating collaboration among federal, state, and local partners involved in housing recovery. Support communities in developing a holistic, inclusive, and equitable recovery plan and implementation process. Assist in assessing impacts, determining key issues, analyzing damage data, and identifying resources, tools and technical assistance to support the communities' resilient and sustainable rebuilding.

BEFORE A DISASTER	AFTER A DISASTER
<p>PLANNING AND PREPAREDNESS</p> <p>Supports local planning, preparedness, education, training, and outreach efforts to enhance capabilities for long-term recovery.</p>	<p>RECOVERY NEEDS ASSESSMENT (RNA)</p> <p>Works with federal interagency and SLTT partners to develop a short summary of housing challenges, needs, and identify key considerations for housing recovery.</p>
<p>RESOURCE IDENTIFICATION</p> <p>Supports and provides tools and resources for community housing development and rebuilding plans that include resiliency and mitigation efforts. For more information, see: hud.gov/disaster_resources</p>	<p>HOUSING IMPACT ASSESSMENT</p> <p>Works with communities to coordinate resources and remove barriers to rebuilding resilient, affordable housing, including housing for individuals with access and functional needs (AFN).</p>
<p>TRAINING & CAPACITY BUILDING</p> <p>Develop tools and materials to increase capacity of health, education, and human services providers and agencies to support recovery from all-hazards events.</p>	<p>RECOVERY IMPLEMENTATION SUPPORT</p> <p>Performs needs assessment and develops courses of action to support SLTT recovery strategies, with particular focus on specialized technical assistance, scientific subject matter expertise, peer-to-peer support, and programmatic technical assistance.</p>



COORDINATING AGENCY
Department of Housing and Urban Development (HUD)



PARTICIPATING AGENCIES AND ORGANIZATIONS

American Red Cross | AmeriCorps | Consumer Financial Protection Bureau
| Department of Agriculture | Department of Commerce | Department of Health and Human Services | Department of Justice | Department of Veterans Affairs | Environmental Protection Agency | Federal Housing Finance Agency | FEMA | National Voluntary Organizations Active in Disaster | Small Business Administration

HOUSING RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Generate a Housing Impact Assessment (Appendix A) that provides pre-disaster housing data, including demographic information for affected areas. This assessment also contains an analysis of post disaster homeowners' and renters' FEMA-verified loss data. Together, this provides actionable data that affected communities can use to assist in their recovery planning.
- Support planning and execution of recovery resource events designed to efficiently deliver information and resources to affected communities.

INFRASTRUCTURE SYSTEMS (IS) RECOVERY SUPPORT FUNCTION (RSF)

The IS RSF serves as a collaborative forum for federal government engagement with state, local, Tribal Nation, and territorial (SLTT) governments, and the private sector to focus on engineering solutions and services that can expedite recovery and reduce risks to the nation's infrastructure systems from disaster.

The IS RSF is coordinated by the U.S. Army Corps of Engineers (USACE) and consists of a National Coordinator, an USACE IS RSF Program Manager/subject matter expert, and a cadre of USACE Field Coordinators available to support disaster responses.



MISSION

Provide support to SLTT governments undertaking the rehabilitation and reconstruction of affected infrastructure systems through coordinated delivery of federal resources, while supporting long term infrastructure resilience that highlights the use of new, accessible, and permanent infrastructure system options.

BEFORE A DISASTER	AFTER A DISASTER
<p>BUILDING CAPACITY Encourages and supports SLTTs' efforts to develop disaster recovery strategies and enhance long-term recovery capabilities through pre-disaster planning, preparedness, education, training, and outreach efforts.</p>	<p>RESOURCE COORDINATION Coordinates IS RSF recovery efforts, deployments of federal partners and supporting agencies' capabilities, and resources to disaster-affected areas.</p>
<p>PLANNING AND PREPAREDNESS Works with partners to identify critical infrastructure facilities and works to ensure that pre- and post-disaster efforts consider risk reduction measures to improve infrastructure systems resilience.</p>	<p>RECOVERY NEEDS ASSESSMENT (RNA) Works with federal and SLTT partners to evaluate infrastructure systems damages, problems, challenges, and needs to assess possible recovery options and practical solutions.</p>
<p>MULTI-LEVEL SUPPORT Plans federal support for recovery from catastrophic incidents as well as regional disaster recovery challenges.</p>	<p>RECOVERY STRATEGY DEVELOPMENT Develop viable recovery options with achievable results that support infrastructure systems restoration while strengthening systems resiliency to withstand and rapidly recover from future disaster events.</p>
<p>HAZARD MITIGATION TECHNICAL ASSISTANCE Provides capabilities like technical assistance through existing federal agencies' authorities to support SLTTs and partners with hazard mitigation processes, practices, and policies.</p>	<p>LONG-TERM RECOVERY ASSISTANCE Supports long-term recovery through technical assistance and guidance, including resiliency strategies that consider and respect cultural and community concerns.</p>



COORDINATING AGENCY

U.S. Army Corps of Engineers
(USACE)



PARTICIPATING AGENCIES AND ORGANIZATIONS

Cybersecurity and Infrastructure Security Agency | Delta Regional Authority
| Department of Agriculture | Department of Commerce | Department of
Defense | Department of Energy | Department of Homeland Security | Department
of Housing and Urban Development | Department of the Interior | Department of the
Treasury | Department of Transportation | Environmental Protection Agency | Federal
Communications Commission | FEMA | General Services Administration | Nuclear
Regulatory Commission | Tennessee Valley Authority | U.S. Fire Administration

INFRASTRUCTURE SYSTEMS (IS) RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Provide technical assistance to develop a wildfire Watershed Recovery Strategy that prioritizes watersheds and outlines broad watershed recovery steps.
- Deliver Evacuation Modeling technical assistance that addresses specific disaster evacuation event scenarios such as a wildfire evacuation event.
- Address repetitive flooding problems through floodplain management studies that develop hydraulic models, flood inundation maps, and potential flooding solutions to help affected communities.
- Conduct Resilience Improvement Plan webinars that highlight benefits and necessary steps for Highway Roadway Resilience Improvements intended for a broad range of audiences including state departments of transportation and metropolitan planning organizations.
- Provide technical assistance to support affected communities that includes detailed analysis, responses, strategies, and identifying resource needs with respect to events such as saltwater intrusion (avoiding closures of drinking water treatment facilities and wastewater treatment facilities due to the risk of saltwater intrusion).

NATURAL & CULTURAL RESOURCES (NCR) RECOVERY SUPPORT FUNCTION (RSF)

The NCR RSF coordinates departments and agencies working together to provide information and assistance to communities seeking to preserve, protect, conserve, rehabilitate, recover and restore natural and cultural resources during recovery.

The NCR RSF is coordinated by the Department of the Interior (DOI) and consists of a National Coordinator, regional environmental officers assigned to each of the DOI Unified Regions, and a small cadre of reemployed annuitants available to deploy in support of disasters.



MISSION

Assist state, local, Tribal Nation, and territorial governments (SLTTs) in the protection, preservation, and recovery of NCRs after disaster. Natural resources are land, fish, wildlife, biota, air, and water. Cultural resources are tangible entities or cultural practices that represent the diverse history, art, and traditions of our nation.

EXAMPLES OF NCR SUPPORT INCLUDE:

PRE-DISASTER RECOVERY PLANNING

Identifies and prioritizes gaps and inconsistencies within and between relevant Federal regulations, policies, program requirements and processes affecting natural and cultural resources that are used in disaster recovery, either separately or in combination with one another, and makes recommendations to the Interagency Coordination Division at FEMA Headquarters and specific federal agencies.

BUILD AWARENESS AND CONSIDERATION INTO RECOVERY

Engages states, Tribal Nations, and territories with partner support to ensure NCRs resources are considered and represented in recovery priorities and goals.

DATA SHARING AND COORDINATION

Coordinates and facilitates the sharing and integration of NCR impact data to help understand recovery needs and support decision making for NCR recovery stakeholders

TECHNICAL ASSISTANCE AND PLANNING SUPPORT

Provides technical assistance to help affected communities develop recovery planning, assess impacts to NCRs, establish recovery task forces, develop cultural and natural resources protection organization networks, and enhance recovery capability and readiness for future disasters.

PROMOTE SUSTAINABLE PLANNING IN RECOVERY

Integrates sustainable planning elements to provide a multi-disciplined effort that include consideration of long-term environmental effects to natural resources, integration of open space/recreational area and sensitive resources, and community well-being.



COORDINATING AGENCY
Department of the Interior



PARTICIPATING AGENCIES AND ORGANIZATIONS

Advisory Council on Historic Preservation | AmeriCorps | Council on Environmental Quality | Cybersecurity and Infrastructure Security Agency | Department of Agriculture | Department of Commerce | Department of Education | Environmental Protection Agency | FEMA | General Services Administration | Heritage Emergency National Task Force | U.S. Army Corps of Engineers

NATURAL & CULTURAL RESOURCES (NCR) RECOVERY SUPPORT FUNCTION (RSF)

EXAMPLES OF DISASTER ASSISTANCE PROVIDED

- Assist communities with rebuilding and reimagining local recreational opportunities by coordinating federal assistance in the form of public outreach, studies, plans, and financial aid.
- Support the establishment of traditional trades apprenticeship programs with partners to address the shortage of skilled artisans and professionals trained to protect, conserve, and restore heritage associated with current and future disaster recovery work.
- Conduct roundtable meetings with leaders of Tribal Nations to identify unmet needs and introduce steady-state federal and non-profit programs and partners that can be leveraged to address recovery challenges.

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Appendix B: Acronyms

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Table 1: Acronyms

Acronym	Definition
AFN	Access and Functional Needs
ASPR	Administration for Strategic Preparedness and Response
CA	Community Assistance
CEDS	Comprehensive Economic Development Strategies
CFRC	Chief Federal Response Coordinator
COA	Course of Action
DHS	U.S. Department of Homeland Security
DOC	U.S. Department of Commerce
DOI	U.S. Department of the Interior
DRA	Delta Regional Authority
EDA	Economic Development Administration
EPA	Environmental Protection Agency
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FDRO	Federal Disaster Recovery Officer
FEMA	Federal Emergency Management Agency
FIOP	Federal Interagency Operational Plan
HEHS	Health, Education, and Human Services
HHS	U.S. Department of Health and Human Services
HUD	U.S. Department of Housing and Urban Development
IAA	Interagency Agreements
IRC	Interagency Recovery Coordination
IRWA	Interagency Reimbursable Work Agreements
IS	Infrastructure Systems
JFO	Joint Field Office
LDRM	Local Disaster Recovery Manager

Acronym	Definition
LTRG	Long-Term Recovery Group
MOU	Memorandum of Understanding
NCR	Natural and Cultural Resources
NDRF	National Disaster Recovery Framework
NGO	Nongovernmental Organization
NOAA	National Oceanic and Atmospheric Administration
NPG	National Preparedness Goal
NRF	National Response Framework
PDA	Preliminary Damage Assessment
REMS	Readiness and Emergency Management for Schools
RSF	Recovery Support Function
RSFLG	Recovery Support Function Leadership Group
SAMHSA	Substance Abuse and Mental Health Services Administration
SBA	Small Business Administration
SBDC	Small Business Development Center
SDRC	State Disaster Recovery Coordinator
SLTT	State, Local, Tribal Nation, and Territorial governments
SPR	State Preparedness Report
TDRC	Territory Disaster Recovery Coordinator
Tribal DRC	Tribal Disaster Recovery Coordinator
THIRA	Threat and Hazard Identification and Risk Assessment
TRACIE	Technical Resources, Assistance Center, and Information Exchange
USACE	U.S. Army Corps of Engineers
VAL	Volunteer Agency Liaison
VOAD	Voluntary Organizations Active in Disaster

1010 Appendix C: Glossary

1011 **Access and Functional Needs (AFN)** – Persons who may have additional needs before, during, and
1012 after an incident in functional areas, including but not limited to maintaining independence,
1013 communication, transportation, supervision, and medical care. Individuals in need of additional
1014 assistance may include those who have disabilities, live in institutionalized settings, are seniors, are
1015 children, are from diverse cultures, have Limited English Proficiency (LEP) or are non-English
1016 speaking, or lack access to reliable transportation.

1017 **Advisor** – High-level subject-matter specialists assigned to support a recovery mission with extensive
1018 knowledge of how their department or agency’s programs operate. Their expertise is brought in to
1019 supplement the Recovery Support Function (RSF) Field Coordinators as needed. Advisors can
1020 support Federal Disaster Recovery Officer (FDRO) and Field Coordinators in developing an approach
1021 to support a recovery mission unique to the local communities and/or region. Advisors also help
1022 Recovery’s leadership and staff understand their agencies’ authorities and senior leadership
1023 functions at the incident level.

1024 **Climate Adaptation** – In human systems, the process of adjustment to actual or expected climate
1025 and its effects to moderate harm or exploit beneficial opportunities. In natural systems, the process
1026 of adjustment to actual climate and its effects.

1027 **Community Lifelines** – Services that are essential to human health and safety or economic security
1028 and enable the continuous operation of critical government and business functions.

1029 **Disability** – The term “disabilities” under the Rehabilitation Act of 1973 means a physical or mental
1030 impairment that substantially limits one or more major life activities. People with disabilities give the
1031 disability inclusion mission its primary focus, with certain access and functional needs (AFN) as an
1032 extension of that focus.

1033 **Disaster** Any catastrophic incident that occurs in any part of the United States, which causes damage
1034 of sufficient severity and magnitude to warrant the provision of major disaster assistance by the
1035 Federal Government to supplement the efforts and available resources of state, local, Tribal Nation,
1036 and territorial government (SLTT) governments and disaster relief organizations in alleviating the
1037 damage, loss, hardship or suffering caused thereby. Catastrophic incidents can include any natural
1038 catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave,
1039 tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), as well as
1040 technological accidents and human-caused events, or, regardless of cause, any fire, flood, or
1041 explosion.

1042 **Equity** – As defined by FEMA, equity is the consistent and systematic fair, just, and impartial
1043 treatment of all individuals, including individuals who belong to underserved communities of color,
1044 persons who belong to communities that may face discrimination based on sex, sexual orientation,
1045 and gender identity (including members of the Lesbian, Gay, Bisexual, Transgender, and Queer +
1046 [LGBTQ+] community), persons with disabilities, persons who may face discrimination based on their
1047 religion and/or national origin, persons with Limited English Proficiency (LEP), and persons who live
1048 in rural areas that have been systematically denied a full opportunity to participate in aspects of
1049 economic, social, and civic life.

1050 **Federal Coordinating Officer (FCO)** – The FCO is appointed by the FEMA Administrator on behalf of
1051 the President to coordinate federal assistance following a declared disaster or emergency. The FCO
1052 establishes the Joint Field Office (JFO) and works in partnership with the state, local, Tribal Nation,
1053 and territorial government (SLTT) partners to determine state and local disaster assistance
1054 requirements. For all Stafford Act-declared incidents, the FCO reports to the Regional Administrator
1055 for the region in which the incident occurs. The FCO establishes an organization to best partner with

1056 SLTT partners to achieve recovery outcomes and is responsible for the overall management of the
1057 federal response to the incident.

1058 **Federal Disaster Recovery Coordinator (FDRC)** – In large-scale disasters and catastrophic incidents
1059 where a federal role may be necessary, the FDRC has the role of incorporating recovery and
1060 mitigation considerations into the early decision-making processes. The FDRC monitors the impacts
1061 and results of such decisions and evaluates the need for additional assistance and adjustments
1062 where necessary and feasible throughout the disaster recovery. The FDRC is responsible for
1063 facilitating disaster recovery coordination and collaboration between the Federal, Tribal Nation, and
1064 state and local governments, business and industry, and voluntary, faith-based and community
1065 organizations. The FDRC partners with and supports the Local Disaster Recovery Manager (LDRM)
1066 and the State, Territorial, and/or Tribal Disaster Recovery Coordinator (SDRC, TDRC, and/or Tribal
1067 DRC) to facilitate disaster recovery in the affected State or Tribal area.

1068 **Federal Disaster Recovery Officer (FDRO)** – The FDRO is appointed by the Federal Coordinator Officer
1069 (FCO) when an enhanced level of Interagency Recovery Coordination (IRC) is needed. When
1070 appointed, the FDRO serves as the primary advisor to the FCO or FDRC on all recovery issues.

1071 **Hazard** – an incident, natural or manmade, that warrants action to protect life, property,
1072 environment, and public health or safety, and to minimize disruptions of government, social, or
1073 economic activities.

1074 **Interagency Reimbursable Work Agreement (IRWA)** – An agreement between federal agencies where
1075 one agency obtains supplies or services from another federal agency and that agency provides the
1076 supplies and services using its own resources (e.g., employees, contracts, inventory). IRWAs are
1077 executed under the authority of the DHS Chief Financial Officer (CFO). For DHS policy on IRWAs see
1078 [Department of Homeland Security Acquisition Manual](#) Chapter 3, Section 3.7, Intergovernmental
1079 Actions, Transactions, and Reporting of the DHS CFO Financial Management Policy Manual.
1080 Examples of IRWAs are reimbursement for salaries of temporarily detailed employees and
1081 Reimbursable Work Authorizations for building renovations requested through the General Services
1082 Administration such as those entered into under the authority of 40 U.S.C. 592(b)(2).

1083 **Interagency Agreement (IAA)** – A written agreement between federal agencies (or Components within
1084 a federal agency), which is part of an inter- or intra-agency transaction, for supplies and services to
1085 be provided by a servicing agency in support of a requesting agency. An IAA is required for assisted
1086 acquisitions and Interagency Reimbursable Work Agreements (IRWA). Specific formats of IAAs are
1087 negotiated between agencies, also known as Trading Partners.

1088 **Joint Field Office (JFO)** – The unified command center of the disaster. FEMA, state or Tribal
1089 Administration staff, and other federal agencies are primarily located in the JFO. It is also the
1090 location of the Federal Coordinating Officer (FCO). Unlike the DRC, it is not a physical location for
1091 directly servicing disaster survivors. The JFO is a management office and provides services remotely.
1092 The JFO's physical location varies depending on the disaster. It is often in the state capital or located
1093 near or adjacent to disaster-affected areas. The JFOs are dependent on the size and scope of the
1094 disaster, as well as on available amenities such as electricity, water, and lodging.

1095 **Local Disaster Recovery Manager (LDRM)** – Serves as the central manager to organize, coordinate,
1096 and advance recovery for the jurisdiction, facilitating an effective and efficient local recovery. This
1097 position may be appointed for disaster recovery, or permanently staffed to coordinate recovery
1098 activities through pre-disaster recovery planning and post-disaster recovery plan, partnership
1099 engagement, operational coordination, and resource identification. LDRMs may serve as the
1100 jurisdiction's primary point of contact with both government and nongovernment agencies and
1101 collaborate across partners to coordinate sustained financial support for recovery.

1102 **Long-Term Recovery Group (LTRG)** - LTRGs are independent of FEMA or any other federal agency and
1103 consist of a coalition of organizations ranging from the national to the neighborhood level. Their role
1104 is to help meet the remaining needs of survivors after they have maximized state and federal funds
1105 available to them. LTRGs typically include federal partners, voluntary agencies and grassroots
1106 organizations. These partnerships require close coordination to address community needs, distribute
1107 resources and to help restore vital support systems – health, social, economic and environmental
1108 systems, among others. For more information on how LTRGs operate, including organization,
1109 administration and management, visit the [National Voluntary Organizations Active in Disaster \(VOAD\)](#)
1110 [site](#).

1111 **Mitigation** – Capabilities necessary to reduce loss of life and property by lessening the impact of
1112 disasters. Mitigation capabilities include but are not limited to community-wide risk reduction
1113 projects, efforts to improve the resilience of critical infrastructure and key resource lifelines, risk
1114 reduction for specific vulnerabilities from natural hazards or acts of terrorism, and initiatives to
1115 reduce future risks after a disaster has occurred.

1116 **National Coordinator** – Each Recovery Support Function (RSF) Coordinating Agency designates a
1117 senior staff member to serve as the RSF National Coordinator. The RSF National Coordinator
1118 provides significant engagement and management for the RSF and encourages ongoing
1119 communication and coordination between the RSF agencies to ensure successful mission delivery.

1120 **Nongovernmental Organization** – NGOs include Voluntary Organizations Active in Disaster (VOAD)
1121 and other nonprofits, encompassing voluntary, faith- and community-based, business and industry,
1122 philanthropic, minority or disability-focused groups, and whole community partners who help
1123 individuals and communities equitably plan for, respond to, and recover from disasters.

1124 **Planning** – The deliberate process of determining how (the ways) to coordinate and use a partner’s
1125 capabilities (the means) in time and space to achieve objectives (the ends) while addressing the
1126 associated risks.

1127 **Preparedness** – Actions taken to plan, organize, equip, train, and exercise to build and sustain the
1128 capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover
1129 from threats and hazards.

1130 **Prevention** – Capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.
1131 Prevention capabilities include, but are not limited to, information sharing and warning, domestic
1132 counterterrorism, and preventing the acquisition or use of weapons of mass destruction. For
1133 purposes of the prevention framework called for in Presidential Policy Directive 8, the term
1134 “prevention” refers to preventing imminent threats.

1135 **Protection** - Actions to protect citizens, residents, visitors, and assets against the greatest threats
1136 and hazards in a manner that allows American interests, aspirations and way of life to thrive.

1137 **Recovery** – Capabilities necessary to assist communities affected by an incident to recover
1138 effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim
1139 and long-term housing for survivors; restoring health, social, and community services; promoting
1140 economic development; and restoring natural and cultural resources.

1141 **Recovery Needs Assessment** – A systematic evaluation to identify and prioritize the needs of a
1142 community following a disaster, including damage assessment, resource gaps, and immediate and
1143 long-term recovery requirements.

1144 **Recovery Support Function (RSF) Coordinating Agency** – The main Coordinating Agency responsible
1145 for managing the RSF and its participating agencies and organizations. Each RSF Coordinating
1146 Agency designates a senior-level principal to serve as the RSF National Coordinator, provides
1147 significant engagement and management for the RSF, and encourages ongoing communication and

1148 coordination between the Coordinating Agency and participating agencies and organizations and
1149 between state or other federal RSFs.

1150 **Recovery Support Function (RSF) Field Coordinator** – For each RSF activated, an RSF Field
1151 Coordinator is designated to serve as the federal point person for coordination at the field level. Each
1152 RSF Field Coordinator has specific subject-matter expertise and is mission assigned to the incident
1153 in coordination with the Federal Disaster Recovery Officer (FDRO) and the RSF National Coordinator.
1154 During field operations, RSF Field Coordinators report to the FDRO.

1155 **Recovery Support Function (RSF) Participating Agency/Organization** – Each RSF is comprised of
1156 multiple federal agencies that have a role to play in that RSF’s mission, known as participating
1157 agencies and organizations. The RSF National Coordinator will work with their RSF participating
1158 agencies and organizations as needed to address the specific needs of a community following an
1159 incident. Participating agencies and organizations may not be necessary for every incident.

1160 **Resilience** – The ability to prepare for threats and hazards, adapt to changing conditions, and
1161 withstand and recover rapidly from adverse conditions and disruptions.

1162 **Response** – Capabilities necessary to save lives, protect property and the environment, and meet
1163 basic human needs after an incident has occurred.

1164 **Restoration** – Returning a physical structure, essential government or commercial services, or a
1165 societal condition back to a former or normal state of use through repairs, rebuilding, or re-
1166 establishment.

1167 **Risk** – The potential for an unwanted outcome resulting from an incident, event, or occurrence, as
1168 determined by its likelihood and the associated consequences. Continuity plans and programs
1169 mitigate risk from threats and hazards to the performance of essential functions and associated
1170 critical infrastructure.

1171 **State Disaster Recovery Coordinator (SDRC)** – This position may be appointed for disaster recovery,
1172 or permanently staffed to organize, coordinate, and advance the recovery at the state level. The
1173 SDRC works closely with local officials, particularly Local Disaster Recovery Managers (LDRM), to
1174 help communicate local recovery priorities and resources to federal officials. The SDRC establishes
1175 or leads a state-wide structure for managing the recovery. The SDRC is the link between local
1176 recovery operations and the resources available at the state and federal levels. The SDRC is
1177 responsible for facilitating communication between federal and local efforts while also coordinating
1178 with other state agencies.

1179 **Steady State** – A state where operations and procedures are normal and ongoing. Communities are
1180 considered to be at a steady state and undergo steady-state activities prior to disasters and after
1181 recovery is complete.

1182 **Sustainability** – Meeting the needs of the present without compromising the ability of future
1183 generations to meet their own needs.

1184 **Territorial Disaster Recovery Coordinator (TDRC)** – The role tasked to organize, coordinate, and
1185 advance the recovery at the territorial level. The TDRC works closely with local officials to help
1186 communicate local recovery priorities and resources to federal officials. The TDRC establishes or
1187 leads a territory-wide structure for managing the recovery and serves as the link between local
1188 recovery operations and the resources available at the state and federal levels. The TDRC is
1189 responsible for facilitating communication between federal and local efforts while also coordinating
1190 with other territorial agencies.

1191 **Threat** – Include capabilities, intentions, and attack methods of adversaries used to exploit
1192 circumstances or occurrences with the intent to cause harm.

1193 **Tribal Disaster Recovery Coordinator (Tribal DRC)** –The Tribal DRC works closely with federal and
1194 sometimes state and local officials to communicate Tribal recovery priorities. The role can be staffed
1195 to organize, coordinate, and advance the recovery at the Tribal level. The Tribal DRC establishes or
1196 leads a Tribal structure for managing recovery. The Tribal DRC has responsibilities that are similar to
1197 a Local Disaster Recovery Manager (LDRM) and State Disaster Recovery Coordinator (SDRC). The
1198 Tribal DRC’s responsibilities may overlap those of an LDRM, if an LDRM is not designated for a
1199 particular district or locality.

1200 **Voluntary Agency Liaison (VAL)** – FEMA Individual Assistance Staff who maintain or build
1201 relationships with local nongovernmental organizations (NGO), Voluntary Organizations Active in
1202 Disasters (VOAD), local and state partners to access resources in collaboration with the Individual
1203 Assistance programs for survivors.

1204 **Voluntary Organizations Active in Disasters (VOAD)** – A coalition of nonprofit organizations that
1205 collaborate to provide assistance and support during all phases of disaster response and recovery.
1206 VOADs operate at national, state, and local levels to coordinate efforts, maximize resources, and
1207 ensure effective service delivery to affected communities.

1208 **Vulnerable Populations** – Populations that are less likely to be able to prepare for hazards; less likely
1209 to receive or be able to respond to warnings; more likely to die, suffer injuries, and have
1210 disproportionately higher material losses; have more psychological trauma; and face more obstacles
1211 during phases of response and recovery.

1212 **Whole Community** – As a concept, Whole Community is a philosophical approach in how to conduct
1213 the business of emergency management. It is a means by which residents, emergency management
1214 practitioners, organizational and community leaders, and government officials can collectively
1215 understand and assess the needs of their respective communities and determine the best ways to
1216 organize and strengthen their assets, capacities, and interests.

1217 **Appendix D: Pre- and Post-Disaster Recovery Planning**
 1218 **Activities**

1219 This appendix includes examples of pre- and post-disaster recovery planning activities, as well as
 1220 examples of how to use data to measure progress.

1221 **Table 2: Pre-disaster Recovery Planning**

Planning Activities	Examples
Organizational Framework	<ul style="list-style-type: none"> Establish clear leadership, coordination, and decision-making throughout all levels of government. Identify a Local Disaster Recovery Manager, or the State, Territory, or Tribal Disaster Recovery Coordinator as appropriate.
Identify existing capability and capacity	<ul style="list-style-type: none"> Identify hazards, assess risks, and vulnerabilities, to include place-based resilience and mitigation issues.¹⁵ Identify limitations in recovery capacity. Evaluate the likely conditions and needs after a disaster.
Assess gaps and requirements	<ul style="list-style-type: none"> Identify goals and priorities for the communities. Assess gaps and requirements (e.g., policies, resources, training, operations, systems, data.) to meet those goals. Integrate with other appropriate community planning (e.g., accessibility design, capital improvement planning).
Identify Roles and Responsibilities	<ul style="list-style-type: none"> Identify how the community will work together after a disaster to develop their plan for recovery. Identify sectors of the community to participate in pre- and post-disaster recovery planning and coordination. Prepare pre-disaster Memorandum of Understanding to establish early partnerships, and expectations with community faith-based organizations, nonprofit groups, and business and industry.
Partnership Engagement	<ul style="list-style-type: none"> Develop a communication plan that includes and considers indigenous languages. Identify and engage the public, community leaders, faith-based organizations, nonprofit organizations, and business and industry throughout the process. Ensure community participation of historically underserved populations including diverse racial and ethnic communities, individuals with disabilities and others with access and functional needs, children, seniors, and individuals with limited English proficiency.
Capacity Building	<ul style="list-style-type: none"> Test and evaluate pre-disaster recovery plans through seminars, workshops, and exercises. Build partnerships between neighborhoods and local government agencies that form the basis for pre-and post-multi hazard assessments and support for mitigation actions. Develop and implement recovery training and education as a tool for building recovery capacity and making it available to all other partners.
Concept of Operations	<ul style="list-style-type: none"> Establish the operational framework that is followed immediately after a disaster occurs. Establish maintenance procedures for updating pre- and post-disaster recovery plans.
Continuous Improvement	<ul style="list-style-type: none"> Identify priority recovery and redevelopment activities. Set recovery goals and objectives. Measure progress against those goals and objective Evaluate performance and revise pre-disaster recovery plans accordingly.

1222

¹⁵ Includes wild/rural/urban interfaces, floodplain management, coastal zones, seismic areas, historic and cultural properties, districts, landscapes, and traditional cultural properties.

1223 **Table 3: Post-disaster Recovery Planning**

Planning Activities	Examples
Organizational Framework	<ul style="list-style-type: none"> ▪ Identify an individual or group as well as supporting structures required to lead the process. ▪ Coordinate with all community leaders to ensure participation and validity of the process. ▪ Identify outside resources, financial and technical, that provide support to the overall recovery effort.
Needs Assessment	<ul style="list-style-type: none"> ▪ Leverage existing recovery plans and mitigation plans as foundational documents. ▪ Assess the need created by the disaster to determine where recovery issues are present (e.g., community, economy, housing, health, education, social, infrastructure, natural, cultural). ▪ Determine areas of future resilience and mitigation opportunities and the impact these areas have on recovery. ▪ Identify areas that strengthen and revitalize the community, and areas of opportunity in recovery planning.
Partnership Engagement	<ul style="list-style-type: none"> ▪ Solicit public participation in the development and confirmation of the vision and goals. Establish an accessible process for exchanging information between the public and leadership. ▪ Develop a communications map to ensure all sectors of the community are engaged in the process, to include using non-traditional communications outlets to reach as much of the community as possible. ▪ Ensure effective communications for all participants, including individuals with disabilities and individuals with limited English proficiency. ▪ Emphasize transparent and open communication by providing drafts to partners and community members, with a recognition that plans will need be iterative.
Develop and document the recovery vision and goals	<ul style="list-style-type: none"> ▪ Document the vision, goals, projects, and programs. ▪ Develop projects and programs – to include schedules and milestones to meet the recovery vision and goals created by the community. ▪ Identify key leaders responsible for undertaking next steps or moving recovery strategies forward and determine the implementation plan and priorities for recovery projects. ▪ Use existing public and private resources and new funding streams to creatively package resources. For example, projects can be phased for flexible application of funding. ▪ Evaluate projects and programs to determine their impact on recovery, feasibility, public support, sustainability initiatives, effective use of resources and other criteria as determined by the community.
Continuous Improvement	<ul style="list-style-type: none"> ▪ Revise plans as needed to meet changing recovery needs and priorities. ▪ Continue to update and engage the broader partner population on next steps. ▪ Monitor progress and convey achievements to all partners.

1224

1225 **Table 4: Strategies for Measuring Progress Through Data**

1226

Strategies for Measuring Progress	Examples
Technology and Systems	<ul style="list-style-type: none"> ▪ Identify and access data to inform pre-disaster recovery planning from appropriate federal, state, local, and nongovernmental sources, such as those managed by the National Oceanic and Atmospheric Administration, U.S. Census Bureau, and/or state emergency management agencies. ▪ Identify community engagement tools to solicit feedback from community and recovery partners, such as SurveyMonkey, to conduct needs assessments and measure satisfaction with recovery efforts. ▪ Identify and establish systems that track pre-disaster baseline conditions, including Geographic Information System (GIS) tools like Environmental Systems Research Institute's Aeronautical Reconnaissance Coverage GIS and/or Quantum GIS. ▪ Leverage technology and systems innovations to achieve goals that result in greater information sharing, accountability, and transparency.
Key Indicators	<ul style="list-style-type: none"> ▪ Ensure full community participation¹⁶ in developing metrics in coordination with partners. ▪ Establish indicators to recovery priorities and resource needs and set realistic expectations and milestones for community members, partners, and participating agencies and organizations.
Continuous Improvement	<ul style="list-style-type: none"> ▪ Ensure continuous improvement by evaluating the effectiveness of recovery activities and associated metrics. ▪ Encourage government agencies and private organizations that provide assistance to have a system of tracking their coordination and assistance efforts, ensuring accountability, and enabling prompt adjustments to meet ongoing and changing needs.

¹⁶ Includes persons with disabilities and others with access and functional needs, individuals with limited English proficiency, seniors, members of underserved populations and advocates representing the unique needs of children.

1227 Appendix E: Digital Resource Links

1228 GENERAL RESOURCE LINKS:

- 1229 ▪ Building Private Public Partnerships Guide:
1230 [https://www.fema.gov/sites/default/files/documents/fema_building-private-public-
partnerships.pdf](https://www.fema.gov/sites/default/files/documents/fema_building-private-public-
1231 partnerships.pdf)
- 1232 ▪ Climate Risk and Resilience Portal: <https://climrr.anl.gov/>
- 1233 ▪ Community Lifelines Implementation Toolkit: [https://www.fema.gov/emergency-
managers/practitioners/lifelines-toolkit](https://www.fema.gov/emergency-
1234 managers/practitioners/lifelines-toolkit)
- 1235 ▪ Community Recovery Management Toolkit: [https://www.fema.gov/emergency-
managers/national-preparedness/frameworks/community-recovery-management-toolkit](https://www.fema.gov/emergency-
1236 managers/national-preparedness/frameworks/community-recovery-management-toolkit)
- 1237 ▪ Department of Homeland Security Acquisition Manual: [https://www.dhs.gov/homeland-security-
acquisition-manual](https://www.dhs.gov/homeland-security-
1238 acquisition-manual)
- 1239 ▪ Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide
1240 101 (CPG 101): [https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-
developing-maintaining-eops.pdf](https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-
1241 developing-maintaining-eops.pdf)
- 1242 ▪ Disaster Financial Management Guide: [https://www.fema.gov/sites/default/files/2020-
07/disaster-financial-management-guide.pdf](https://www.fema.gov/sites/default/files/2020-
1243 07/disaster-financial-management-guide.pdf)
- 1244 ▪ Disaster Resource Identification Fact Sheet:
1245 [https://www.fema.gov/sites/default/files/documents/fema_disaster_resource_identification_fa
ct-sheet.pdf](https://www.fema.gov/sites/default/files/documents/fema_disaster_resource_identification_fa
1246 ct-sheet.pdf)
- 1247 ▪ Effective Coordination of Recovery Resources for State, Tribal, Territorial, and Local Incidents:
1248 [https://www.fema.gov/sites/default/files/2020-07/fema_effective-coordination-recovery-
resources-guide_020515.pdf](https://www.fema.gov/sites/default/files/2020-07/fema_effective-coordination-recovery-
1249 resources-guide_020515.pdf)
- 1250 ▪ Engaging Faith-based and Community Organizations:
1251 [https://www.fema.gov/sites/default/files/2020-07/engaging-faith-based-and-community-
organizations.pdf](https://www.fema.gov/sites/default/files/2020-07/engaging-faith-based-and-community-
1252 organizations.pdf)
- 1253 ▪ FEMA Case Study Library: [https://www.fema.gov/emergency-managers/practitioners/case-study-
library](https://www.fema.gov/emergency-managers/practitioners/case-study-
1254 library)
- 1255 ▪ FEMA Emergency Management Institute (EMI): <https://training.fema.gov/emi.aspx>
- 1256 ▪ FEMA Grants: <https://www.fema.gov/grants>
- 1257 ▪ FEMA Hazard Mitigation Planning: [https://www.fema.gov/emergency-managers/risk-
management/hazard-mitigation-planning](https://www.fema.gov/emergency-managers/risk-
1258 management/hazard-mitigation-planning)
- 1259 ▪ FEMA Individual Assistance Program Policy, Guidance, and Fact Sheets:
1260 <https://www.fema.gov/assistance/individual/policy-guidance-and-fact-sheets>
- 1261 ▪ FEMA Public Assistance Program Policy, Guidance, and Fact Sheets:
1262 <https://www.fema.gov/assistance/public/policy-guidance-fact-sheets>
- 1263 ▪ FEMA Recovery and Resilience Resource Library: [https://www.fema.gov/emergency-
managers/practitioners/recovery-resilience-resource-library](https://www.fema.gov/emergency-
1264 managers/practitioners/recovery-resilience-resource-library)
- 1265 ▪ FEMA Risk Management: <https://www.fema.gov/emergency-managers/risk-management>
- 1266 ▪ Homeland Security Information Network (HSIN): [https://www.dhs.gov/homeland-security-
information-network-hsin](https://www.dhs.gov/homeland-security-
1267 information-network-hsin)

- 1268 ▪ How a Disaster Gets Declared: <https://www.fema.gov/disaster/how-declared>
- 1269 ▪ Information Sharing Guide for Private-Public Partnerships:
1270 https://www.fema.gov/sites/default/files/documents/fema_information-sharing_guide.pdf
- 1271 ▪ National Incident Management System: https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf
1272
- 1273 ▪ National Incident Management System resources: <https://www.fema.gov/emergency-managers/nims>
1274
- 1275 ▪ New Recipients of Disaster Grants Guide: https://www.fema.gov/sites/default/files/2020-04/new-recipients-of-disaster-grants-guide_2019.pdf
1276
- 1277 ▪ Non-Stafford Act Recovery Guide: Developing and Coordinating Resources, FEMA Region V:
1278 <https://www.hsd.org/?abstract&did=734289>
- 1279 ▪ Planning Considerations: Disaster Housing: <https://www.fema.gov/sites/default/files/2020-07/planning-considerations-disaster-housing.pdf>
1280
- 1281 ▪ Pre-Disaster Housing Planning Guide:
1282 https://www.fema.gov/sites/default/files/documents/fema_pdhi-guide.pdf
- 1283 ▪ Ready.gov: <https://www.ready.gov/>
- 1284 ▪ Recovery Resource Roadmap: <https://www.fema.gov/emergency-managers/practitioners/roadmap-resource-library-form>
1285
- 1286 ▪ Response and Recovery Climate Change Planning Guidance:
1287 https://www.fema.gov/sites/default/files/documents/fema_response-recovery_climate-change-planning-guidance_20230630.pdf
1288
- 1289 ▪ Restoration and Recovery Guide for Private-Public Partnerships:
1290 https://www.fema.gov/sites/default/files/documents/fema_restoration-and-recovery_guide.pdf
- 1291 ▪ Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness
1292 Review (SPR) Guide: CPG 201: [https://www.fema.gov/emergency-managers/national-
1293 preparedness/goal/risk-capability-assessment](https://www.fema.gov/emergency-managers/national-preparedness/goal/risk-capability-assessment)
- 1294 ▪ Unified Federal Environmental and Historic Preservation Review:
1295 <https://www.fema.gov/emergency-managers/practitioners/environmental-historic/review>
- 1296 ▪ United States (U.S.) Climate Resilience Toolkit: <https://toolkit.climate.gov/>
- 1297 ▪ U.S. Department of Health and Human Services Administration for Strategic Preparedness and
1298 Response: <https://aspr.hhs.gov/Pages/Home.aspx>
- 1299 **FEDERAL RESOURCE LINKS:**
- 1300 ▪ Building Codes Adoption Playbook:
1301 [https://www.fema.gov/sites/default/files/documents/fema_building-codes-adoption-playbook-
1302 for-authorities-having-jurisdiction.pdf](https://www.fema.gov/sites/default/files/documents/fema_building-codes-adoption-playbook-for-authorities-having-jurisdiction.pdf)
- 1303 ▪ Community Planning and Capacity Building (Community Assistance) RSF Overview:
1304 [https://www.fema.gov/emergency-managers/national-
1305 preparedness/frameworks/recovery/recovery-support-functions/community-assistance-rsf](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/community-assistance-rsf)
- 1306 ▪ Economic Recovery Support Function Overview: [https://www.fema.gov/emergency-
1307 managers/national-preparedness/frameworks/recovery/recovery-support-functions/economic-
1308 rsf](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/economic-rsf)

- 1309 ▪ Federal Interagency Operational Plans: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/federal-interagency-operational-plans>
1310
- 1311 ▪ FEMA Operational Planning Manual: https://emilms.fema.gov/is_2002/media/142.pdf
- 1312 ▪ FEMA Planning Guides: <https://www.fema.gov/emergency-managers/national-preparedness/plan>
1313
- 1314 ▪ Health and Social Services RSF Overview: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/health-social-services-rsf>
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- 1316 ▪ Housing RSF Overview: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/housing-rsf>
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- 1318 ▪ Infrastructure RSF Overview: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/infrastructure-systems-rsf>
1319
- 1320 ▪ Long-Term Recovery Guide, National Voluntary Organizations Active in Disaster (VOAD):
1321 www.nvoad.org/wp-content/uploads/longtermrecoveryguide-final2012.pdf
- 1322 ▪ National Disaster Recovery Framework Resources: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery>
1323
- 1324 ▪ National Mitigation Framework: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/mitigation>
1325
- 1326 ▪ National Preparedness Goal: <https://www.fema.gov/emergency-managers/national-preparedness/goal>
1327
- 1328 ▪ National Preparedness System: <https://www.fema.gov/emergency-managers/national-preparedness/system>
1329
- 1330 ▪ National Prevention Framework: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks>
1331
- 1332 ▪ National Protection Framework: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks>
1333
- 1334 ▪ National Resilience Guidance: [National Resilience Guidance | FEMA.gov](https://www.fema.gov/emergency-managers/national-preparedness/frameworks/resilience)
- 1335 ▪ National Response Framework: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/response>
1336
- 1337 ▪ Natural & Cultural Resources RSF Overview: <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery/recovery-support-functions/natural-cultural-resources-rsf>
1338
1339
- 1340 ▪ Presidential Policy Directive-8: <https://www.dhs.gov/xlibrary/assets/presidential-policy-directive-8-national-preparedness.pdf>
1341
- 1342 ▪ Small Business Administration Ascent Learning Journey Disaster and Economic Recovery:
1343 <https://ascent.sba.gov/>
- 1344 ▪ Small Business Administration Business Resilience Guide:
1345 <https://www.sba.gov/document/support-business-resilience-guide>
- 1346 ▪ Small Business Development Centers: <https://www.sba.gov/local-assistance/resource-partners/small-business-development-centers-sbdc>
1347
- 1348 ▪ United Federal Environment and Historic Preservation Review Resources:
1349 <https://www.fema.gov/emergency-managers/practitioners/environmental-historic/review>

- 1350 ▪ U.S. Department of Education Natural Disaster Resources: <https://www.ed.gov/disasterrelief>
- 1351 ▪ U.S. Global Change Research Program, Fifth National Climate Assessment, 2023:
- 1352 <https://nca2023.globalchange.gov/>
- 1353 ▪ FEMA Planning Guidance: [https://www.fema.gov/emergency-managers/national-](https://www.fema.gov/emergency-managers/national-preparedness/plan)
- 1354 [preparedness/plan](https://www.fema.gov/emergency-managers/national-preparedness/plan)

1355 **STATE AND TERRITORY RESOURCE LINKS:**

- 1356 ▪ FEMA Assistance for Governments and Private Non-Profits After a Disaster:
- 1357 <https://www.fema.gov/assistance/public>
- 1358 ▪ Pre-Disaster Recovery Guide for State Governments:
- 1359 [https://www.fema.gov/sites/default/files/2020-06/pre-](https://www.fema.gov/sites/default/files/2020-06/pre-disaster_recovery_planning_guide_state_governments.pdf)
- 1360 [disaster_recovery_planning_guide_state_governments.pdf](https://www.fema.gov/sites/default/files/2020-06/pre-disaster_recovery_planning_guide_state_governments.pdf)
- 1361 ▪ Request For Presidential Disaster Declaration: [https://www.fema.gov/disaster/request-for-](https://www.fema.gov/disaster/request-for-presidential-disaster-declaration)
- 1362 [presidential-disaster-declaration](https://www.fema.gov/disaster/request-for-presidential-disaster-declaration)

1363 **TRIBAL NATION RESOURCE LINKS:**

- 1364 ▪ 2022-2026 FEMA National Tribal Strategy:
- 1365 [https://www.fema.gov/sites/default/files/documents/fema_national-tribal-](https://www.fema.gov/sites/default/files/documents/fema_national-tribal-strategy_08182022.pdf)
- 1366 [strategy_08182022.pdf](https://www.fema.gov/sites/default/files/documents/fema_national-tribal-strategy_08182022.pdf)
- 1367 ▪ FEMA Assistance for Tribal Governments: [https://www.fema.gov/fact-sheet/fema-assistance-](https://www.fema.gov/fact-sheet/fema-assistance-tribal-governments)
- 1368 [tribal-governments](https://www.fema.gov/fact-sheet/fema-assistance-tribal-governments)
- 1369 ▪ FEMA Assistance for Governments and Private Non-Profits After a Disaster:
- 1370 <https://www.fema.gov/assistance/public>
- 1371 ▪ FEMA Tribal Affairs Resources: <https://www.fema.gov/about/organization/tribes>
- 1372 ▪ FEMA Tribal Funding, Mitigation, and Planning Resources:
- 1373 [https://www.fema.gov/about/organization/tribes/funding-mitigation-planning-](https://www.fema.gov/about/organization/tribes/funding-mitigation-planning-resources#mitigation)
- 1374 [resources#mitigation](https://www.fema.gov/about/organization/tribes/funding-mitigation-planning-resources#mitigation)
- 1375 ▪ Pre-Disaster Recovery Guide for Tribal Governments:
- 1376 [https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf)
- 1377 [tribal-government.pdf](https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf)
- 1378 ▪ Request For Presidential Disaster Declaration: [https://www.fema.gov/disaster/request-for-](https://www.fema.gov/disaster/request-for-presidential-disaster-declaration)
- 1379 [presidential-disaster-declaration](https://www.fema.gov/disaster/request-for-presidential-disaster-declaration)
- 1380 ▪ Tribal Declarations Pilot Guidance: <https://www.fema.gov/disaster/tribal-declarations>
- 1381 ▪ U.S. Department of Health and Human Services American Indian & Alaskan Native Disaster
- 1382 Preparedness Resource: [https://aspr.hhs.gov/behavioral-health/Pages/tribal-](https://aspr.hhs.gov/behavioral-health/Pages/tribal-preparedness.aspx)
- 1383 [preparedness.aspx](https://aspr.hhs.gov/behavioral-health/Pages/tribal-preparedness.aspx)

1384 **LOCAL GOVERNMENT RESOURCE LINKS:**

- 1385 ▪ Achieving Equitable Recovery: A Post-Disaster Guide for Local Officials and Leaders
- 1386 [https://www.fema.gov/sites/default/files/documents/fema_equitable-recovery-post-disaster-](https://www.fema.gov/sites/default/files/documents/fema_equitable-recovery-post-disaster-guide-local-officials-leaders.pdf)
- 1387 [guide-local-officials-leaders.pdf](https://www.fema.gov/sites/default/files/documents/fema_equitable-recovery-post-disaster-guide-local-officials-leaders.pdf)
- 1388 ▪ FEMA Assistance for Governments and Private Non-Profits After a Disaster:
- 1389 <https://www.fema.gov/assistance/public>

- 1390 ▪ Local Elected and Appointed Officials Guide: Roles and Resources in Emergency Management:
1391 [https://www.fema.gov/sites/default/files/documents/fema_local-elected-officials-
guide_2022.pdf](https://www.fema.gov/sites/default/files/documents/fema_local-elected-officials-
1392 guide_2022.pdf)
- 1393 ▪ Pre-Disaster Recovery Guide for Local Governments:
1394 [https://www.fema.gov/sites/default/files/2020-06/pre-
disaster_recovery_planning_guide_local_governments.pdf](https://www.fema.gov/sites/default/files/2020-06/pre-
1395 disaster_recovery_planning_guide_local_governments.pdf)

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1396 **Appendix F: National Preparedness Goal (NPG) Core**
 1397 **Capabilities**

1398 The table below outlines the Recovery Core Capabilities found in the NPG.

1399 **Table 5: NPG Recovery Core Capabilities**

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

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Appendix G: National Disaster Recovery Framework

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Executive Summaries

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This Appendix provides executive summaries for recent disasters in East Palestine, Ohio; Maui,

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Hawaii; and Selma, Alabama. These summaries provide a high-level snapshot of how recovery

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partners utilized the flexibility of the NDRF to structure disaster recovery efforts and achieve the

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recovery goals of state, local, and territorial governments.

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East Palestine Train Derailment Recovery

1408 East Palestine, OH

1409 Overview

1410 On February 3, 2023, a Norfolk Southern Railway Company (Norfolk Southern) train carrying
1411 hazardous materials derailed in the Village of East Palestine, Ohio. Several railcars caught fire, with
1412 some spilling hazardous materials on the ground where they traveled into waterways and flowed
1413 downstream. After the initial fire was extinguished, a “vent-and-burn” procedure was conducted on
1414 five vinyl chloride tank cars that sent a large cloud of smoke, soot, and combustion by-products
1415 several miles into Ohio and Pennsylvania. Following the derailment, FEMA deployed personnel and
1416 equipment to support the Ohio Emergency Management Agency, the U.S. Environmental Protection
1417 Agency (EPA), and other active federal partners with operational coordination, planning, and
1418 community outreach.

1419 On September 20, 2023, President Biden issued Executive Order 14108, responding to the
1420 increasing complexity of the recovery operation. The order instructed FEMA to designate a Federal
1421 Disaster Recovery Coordinator (FDRC) to oversee federal long-term recovery support in the affected
1422 communities in partnership with officials from the community of East Palestine and the impacted
1423 states. Between September 2023 and June 2024, the FDRC worked with officials from more than 34
1424 agencies and organizations to follow-through on this intent.

1425 National Disaster Recovery Framework in Action

1426 **Executive Order:** The FDRC was designated under an Executive Order. The Executive Order tasked
1427 the FDRC with overseeing long-term recovery and conducting a comprehensive assessment of the
1428 affected communities’ unmet needs following the derailment, beyond the cleanup work directed by
1429 EPA. The derailment event has not received a Stafford Act declaration as of September 2024, so
1430 interagency partners relied upon the adaptability of the NDRF to meet the unique recovery needs of
1431 East Palestine.

1432 Under the Executive Order, the FDRC did not have access to the authorities or funding typically
1433 provided under a Stafford Act declaration. As a result, federal Recovery Support Functions (RSFs)
1434 could only provide support and deploy under their existing authorities. Under this context, the FDRC
1435 was responsible for coordinating long-term recovery efforts to assess unmet needs holistically in
1436 collaboration with FEMA Region 5’s steady-state IRC office. The NDRF’s flexible structure enabled the
1437 FDRC to quickly convene RSF national coordinators and partner agencies, allowing them to identify
1438 and mobilize support using their existing resources and authorities. This contrasts with a Stafford Act
1439 declaration, where the FDRC would have more access to specific federal funding to support recovery
1440 efforts.

1441 **Interagency Coordination:** Coordinating between local, state, and federal interagency partners was
1442 imperative to a successful recovery. Since federal RSFs were not deployed, the FDRC adopted a
1443 modified interagency approach. The FDRC traveled to East Palestine, Ohio to meet with local
1444 government partners; Columbus, Ohio to connect with state partners and agencies; and Chicago,
1445 Illinois to build relationships with federal RSF regional offices. These connections were instrumental
1446 in establishing a communication and reporting structure that linked all entities and fostered the
1447 development of creative solutions to recovery challenges.

1448 The FDRC engaged with the RSF Leadership Group (RSFLG), including national coordinators, senior
1449 executives, and action officers, on multiple occasions to share challenges, discuss priorities, request
1450 resources, and explore steady-state support. A notable success from this collaborative resource-
1451 sharing effort was the identification of an IRS tax exemption available to community members
1452 receiving compensation from Norfolk Southern and the development of the East Palestine
1453 Healthcare Task Force.

1454 **Mission Scoping Analysis:** The FDRC conducted a mission scoping analysis to identify substantive
1455 needs, issues, and opportunities that required enhanced coordination within or across RSF
1456 Departments and Agencies. This process involved conducting interviews, collecting data, traveling to
1457 meet with partners, discussing findings and initial analyses, identifying needs and goals, and
1458 communicating findings to all partners. Through this coordinated approach across the state, local
1459 and federal partners, collective efforts, and communications were streamlined.

1460 The FDRC, alongside interagency partners, did significant and timely work to identify resource and
1461 funding opportunities for impacted areas. This included assisting local officials with their
1462 development and coordination of a rapid needs assessment. The analysis informed the identification
1463 of three focus areas for long-term recovery: health and social services, infrastructure systems, and
1464 economic recovery — each aligned with the priorities of the Village of East Palestine, Columbiana
1465 County, and the impacted states. These focus areas not only reflect the most immediate needs of
1466 the community but also aimed to support sustainable recovery and resilience for future challenges.

1467 **Coordinated Long-Term Community Health Support:** One of the top priorities for East Palestine’s
1468 recovery was community health, with a particular focus on long-term monitoring and treatment for
1469 first responders and community members. To address these concerns, the FDRC utilized the Health
1470 and Social Services RSF structure to partner with the Health and Human Services (HHS) /
1471 Administration for Strategic Preparedness and Response (ASPR) and its other partner agencies.
1472 Together, they supported state and local efforts to align available resources to address these health
1473 concerns.

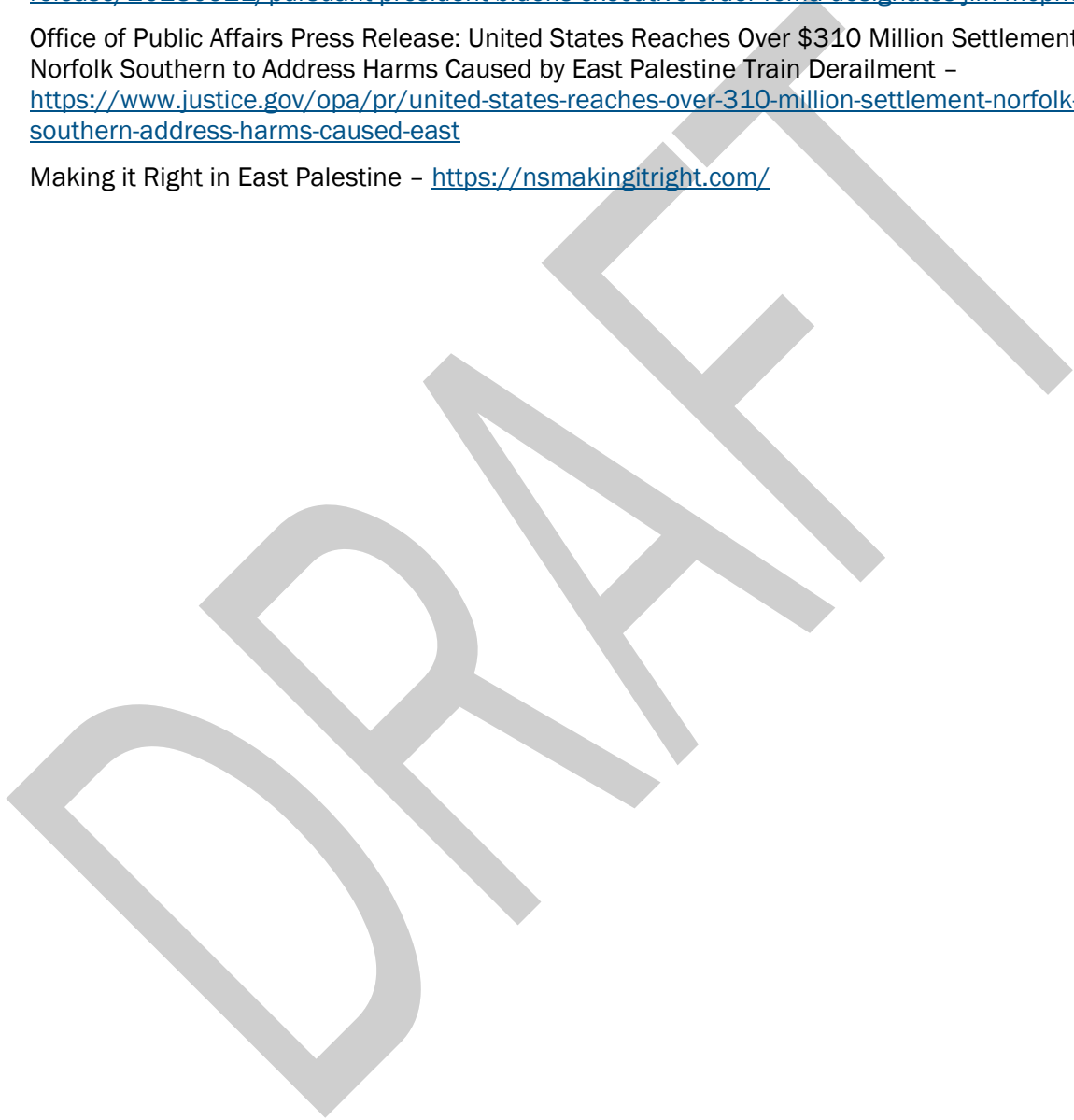
1474 This collaboration led to the establishment of the East Palestine Healthcare Task Force (or, the Task
1475 Force). Led by East Palestine officials, the Task Force integrates ongoing research by the National
1476 Institute of Health (NIH) with local clinics, ensuring that healthcare services for the impacted
1477 community are closely aligned with ongoing scientific studies. The Task Force also partners with the
1478 EPA and the HHS Agency for Toxic Substances and Disease Registry (ATSDR) to coordinate with local
1479 partners on environmental health concerns, including public health messaging. The Task Force’s
1480 efforts are supported by a range of stakeholders, including federal and state partners, county
1481 departments, hospitals, and academic institutions.

1482 **Conclusion**

1483 The FDRC appointed to oversee East Palestine’s long-term recovery faced many challenges that
1484 required adaptability. The activation of the FDRC under an Executive Order, rather than a Stafford Act
1485 declaration, coupled with the absence of usual staffing, funding, and authorities, meant that the
1486 FDRC had to rely extensively on interagency collaboration to identify steady-state solutions for
1487 recovery efforts. However, the NDRF provided essential guidance for the FDRC, enabling enhanced
1488 coordination, the development of a mission scoping analysis to determine key needs, and
1489 consultations with RSF national coordinators on priority areas. The successful establishment of
1490 initiatives like the East Palestine Healthcare Task Force demonstrates how the NDRF’s flexibility
1491 allows Departments and Agencies to mobilize and leverage their non-disaster specific (steady state)
1492 programs to address SLTT disaster recovery needs.

1493 **Additional Resources**

- 1494 ▪ Executive Order on Ensuring the People of East Palestine Are Protected Now and in the Future –
1495 [https://www.whitehouse.gov/briefing-room/presidential-actions/2023/09/20/executive-order-](https://www.whitehouse.gov/briefing-room/presidential-actions/2023/09/20/executive-order-on-ensuring-the-people-of-east-palestine-are-protected-now-and-in-the-future/)
1496 [on-ensuring-the-people-of-east-palestine-are-protected-now-and-in-the-future/](https://www.whitehouse.gov/briefing-room/presidential-actions/2023/09/20/executive-order-on-ensuring-the-people-of-east-palestine-are-protected-now-and-in-the-future/)
- 1497 ▪ FEMA Press Release: Pursuant to President Biden's Executive Order, FEMA Designates Jim
1498 McPherson to Serve as Federal Disaster Recovery Coordinator – [https://www.fema.gov/press-](https://www.fema.gov/press-release/20230921/pursuant-president-bidens-executive-order-fema-designates-jim-mcpherson)
1499 [release/20230921/pursuant-president-bidens-executive-order-fema-designates-jim-mcpherson](https://www.fema.gov/press-release/20230921/pursuant-president-bidens-executive-order-fema-designates-jim-mcpherson)
- 1500 ▪ Office of Public Affairs Press Release: United States Reaches Over \$310 Million Settlement with
1501 Norfolk Southern to Address Harms Caused by East Palestine Train Derailment –
1502 [https://www.justice.gov/opa/pr/united-states-reaches-over-310-million-settlement-norfolk-](https://www.justice.gov/opa/pr/united-states-reaches-over-310-million-settlement-norfolk-southern-address-harms-caused-east)
1503 [southern-address-harms-caused-east](https://www.justice.gov/opa/pr/united-states-reaches-over-310-million-settlement-norfolk-southern-address-harms-caused-east)
- 1504 ▪ Making it Right in East Palestine – <https://nsmakingitright.com/>



Maui Wildfire Recovery

1505 DR-4724-HI

1506 Overview

1507 On August 8, 2023, wildfires fueled by strong winds from an offshore hurricane swept through parts
1508 of Hawai'i and caused severe damage across Maui. Much of this damage occurred in the historic
1509 town of Lahaina. The fires destroyed homes, businesses, and claimed over 100 lives, becoming one
1510 of the deadliest wildfire incidents in the U.S. in over a century.

1511 President Biden appointed FEMA's Region 9 Regional Administrator as the Chief Federal Response
1512 Coordinator (CFRC) for the event, highlighting the specialized and critical nature of this disaster. The
1513 CFRC was specifically tasked with overseeing and coordinating the Federal government's long-term
1514 recovery work on the ground in Maui, from restoring infrastructure to supporting the community's
1515 ongoing recovery needs. This appointment emphasized the need for a focused, high-level approach
1516 to manage the complexities of the situation.

1517 To effectively guide these efforts, the Federal government used the National Disaster Recovery
1518 Framework (NDRF) to create and implement recovery operations tailored to meet Maui's specific
1519 recovery needs. The NDRF provided a flexible structure that enabled the recovery team to coordinate
1520 resources, stakeholders, and activities efficiently. The Hawai'i mission was able to adapt the NDRF to
1521 the unique challenges faced, showcasing best practices that can inform and improve future recovery
1522 efforts nationwide.

1523 National Disaster Recovery Framework in Action

1524 **Chain of Command:** The CFRC recognized the complexity of the wildfire recovery operation and the
1525 long-term impacts on Maui. To address these challenges effectively, both a Federal Disaster
1526 Recovery Coordinator (FDRC) and a Federal Coordinating Officer (FCO) were appointed as direct
1527 reports to the CFRC. The Interagency Recovery Coordination (IRC) mission began in late August 2023
1528 with the early deployment of key personnel, including the FDRC, a Federal Disaster Recovery Officer
1529 (FDRO), and a Community Assistance Recovery Support Function (RSF) Field Coordinator. Their
1530 expertise in managing large-scale recovery operations was crucial to ensuring resources were
1531 effectively utilized to rebuild and strengthen the resilience of Maui.

1532 This approach allowed for an early and dedicated focus on long-term recovery needs and created a
1533 need for strong communication between the FDRC and the FCO to ensure response, recovery, and
1534 rebuilding activities were not operating within siloes. In addition, the FDRC was able to elevate any
1535 IRC mission challenges directly to senior leadership when necessary. This proved useful when
1536 navigating through challenges and allowed IRC to receive direction and decisions quicker than they
1537 would have when reporting through a longer chain of command.

1538 **Recovery Needs Assessment:** Following an event, the IRC team conducts a recovery needs
1539 assessment to achieve three key objectives: (i) recognize State, Local, Tribal Nations, & Territorial
1540 (SLTT) challenges, priorities, and areas of concern; (ii) enable federal RSF partners to better scope
1541 and define level of support; and (iii) inform and anticipate federal decision-making processes. This
1542 assessment is carried out in collaboration with county planners, allowing for a thorough
1543 understanding of local needs. In Hawai'i, the IRC team was able to fully integrate Community
1544 Assistance staff with Maui County planners to leverage their support in outlining various
1545 opportunities for federal support, enhancing the effectiveness of the recovery efforts.

1546 The completed recovery needs assessment was shared with RSF National Coordinators, Regional

1547 Leadership, and the RSF Leadership Group Senior Executives (RSFLG SEs). This assessment
1548 informed the development of resource and policy recommendations specifically focused on
1549 supporting Maui's recovery efforts.

1550 **One County Disaster:** Maui's situation was unique as it involved a single-county disaster declaration
1551 with substantial impacts. This scenario provided an opportunity for significant technical assistance to
1552 county partners, and federal subject-matter experts were embedded within county operations to
1553 provide day-to-day support and ensure that federal efforts were closely integrated with local recovery
1554 priorities.

1555 All three levels of government implemented a six RSF structure, effectively mirroring each other to
1556 streamline collaboration and enhance the efficiency of the recovery process.

1557 **Conclusion**

1558 The NDRF provides an adaptable framework that allows the interagency flexibility to best meet a
1559 community's needs. In Maui, this flexibility was evident throughout the implementation of a dual-
1560 leadership reporting structure, development of a recovery needs assessment with county planner
1561 support, and integration of federal subject-matter experts within county operations. Federal and SLTT
1562 partners can draw valuable lessons from Maui's experience to understand how the NDRF can best
1563 support future recovery efforts.

1564 **Additional Resources**

- 1565 ▪ Hawaii Wildfires Declaration – <https://www.fema.gov/disaster/4724>
- 1566 ▪ FACT SHEET: Biden-Harris Administration's Latest Actions to Support Communities Impacted by
1567 Maui Wildfires – [https://www.whitehouse.gov/briefing-room/statements-
1568 releases/2023/08/21/fact-sheet-biden-harris-administrations-latest-actions-to-support-
1569 communities-impacted-by-maui-wildfires-2/](https://www.whitehouse.gov/briefing-room/statements-releases/2023/08/21/fact-sheet-biden-harris-administrations-latest-actions-to-support-communities-impacted-by-maui-wildfires-2/)
- 1570 ▪ FEMA and Partners Rally Massive Effort to Help Lahaina Rebound and Wildfire Survivors Heal –
1571 [https://www.fema.gov/press-release/20240206/fema-and-partners-rally-massive-effort-help-
1572 lahaina-rebound-and-wildfire](https://www.fema.gov/press-release/20240206/fema-and-partners-rally-massive-effort-help-lahaina-rebound-and-wildfire)
- 1573 ▪ President Joseph R. Biden, Jr. Approves Major Disaster Declaration for Hawaii –
1574 [https://www.fema.gov/press-release/20230810/president-joseph-r-biden-jr-approves-major-
1575 disaster-declaration-hawaii](https://www.fema.gov/press-release/20230810/president-joseph-r-biden-jr-approves-major-disaster-declaration-hawaii)
- 1576 ▪ A Month after the Devastating Wildfires, Maui 'Ohana Are Rebuilding Together –
1577 [https://www.fema.gov/press-release/20230909/month-after-devastating-wildfires-maui-ohana-
1578 are-rebuilding-together](https://www.fema.gov/press-release/20230909/month-after-devastating-wildfires-maui-ohana-are-rebuilding-together)

Selma Tornado Recovery

1579 DR-4684-AL

1580 Overview

1581 Collapsed buildings, dangling power lines, and uprooted streets marked the path of a destructive
1582 EF2 tornado in Selma, Alabama on January 12, 2023. The tornado, one of many within an outbreak
1583 of severe thunderstorms that swept across the U.S. Southeast that afternoon and evening, tore
1584 through the downtown area and affected over 500 residences within the city.

1585 A major disaster declaration was approved by President Biden on January 15, 2023. The Interagency
1586 Recovery Coordination’s (IRC) mission began on January 23, 2023, with the arrival of a Federal
1587 Disaster Recovery Officer (FDRO) in Selma to assess the recovery needs of the impacted area. In
1588 February 2023 a federal interagency round table was hosted, followed by a series of meetings with
1589 local, state, and federal partners. During these discussions, all federal agency partners pledged to
1590 support Selma’s recovery and provide available resources.

1591 On April 7, 2023, the White House appointed the Delta Regional Authority (DRA) as the lead for
1592 recovery and revitalization efforts. The DRA is a federal-state partnership to promote economic
1593 development of the lower Mississippi River and Alabama Black Belt regions. As the lead recovery
1594 organization, the DRA was responsible for coordinating the federal government’s recovery and
1595 revitalization activities. Meanwhile, FEMA and the IRC team provided additional recovery support by
1596 offering long-term recovery assistance, including technical support for capacity building and planning
1597 in the Selma community. This collaborative approach demonstrates the NDRF’s flexibility in meeting
1598 the city’s unique recovery needs with a non-traditional recovery lead organization.

1599 National Disaster Recovery Framework in Action

1600 **Recovery Needs Assessment:** Following the deployment of an FDRO in January, the IRC team quickly
1601 started windshield tours and conducting assessments. Based on the initial assessment, the IRC
1602 team recommended that only the U.S. Department of Agriculture (USDA) be mission assigned due to
1603 the impacted community’s rural status. The team began holding conversations with USDA and the
1604 federal Recovery Support Function (RSF) national coordinators to determine available steady-state
1605 support and developing a recovery needs assessment.

1606 **Transition & Selma Playbook:** In April, the IRC team compiled all materials and contact information
1607 collected prior to the transition to DRA. They developed a comprehensive transition plan and shared
1608 recommendations for the next steps in recovery strategy development to provide the DRA insight into
1609 IRC’s typical process. The team then expanded on this by creating a similar product called the
1610 “Selma Playbook” for the city’s Planning & Development Office. This playbook included an in-depth,
1611 step-by-step instruction guide on how to create, plan, and execute strategies. It also featured
1612 information on creating redevelopment strategies for housing and the economy, which were two of
1613 Selma’s key recovery priorities.

1614 The IRC team began facilitating weekly meetings with a representative from Selma’s Planning &
1615 Development Office to identify ongoing capacity needs and discuss the support IRC could provide
1616 concurrently with DRA activities. From these discussions, the team researched and produced a
1617 grants catalog outlined available grants, manually sorting them based on their relevance to the City
1618 of Selma’s recovery needs. As a result of this catalog and additional IRC support, over 8.6 million
1619 dollars in grants have been awarded to the City of Selma.

1620 **Mapping Project:** Three recovery priorities were identified for the City of Selma: housing, economic

1621 redevelopment, and infrastructure repair and replacement. Following the storm, the City of Selma
1622 committed to building 300 affordable housing units but lacked an inventory of existing lot for this
1623 initiative. Additionally, due to debris and flooding making roads nearly unpassable, there were no
1624 complete preliminary damage assessments (PDAs) available for the IRC team to use in housing
1625 recovery efforts. Existing maps of Selma, dating back to 1957, were outdated, and the economic
1626 redevelopment faced a similar challenge due to the lack of a current survey of the business and
1627 industries in the downtown corridor.

1628 To address these challenges, the IRC team surveyed over 3500 lots and structures in Selma,
1629 categorizing them based on damage and potential inclusion in the city’s Housing Authority land bank
1630 initiative. This information was then shared with the Geospatial Data Analysis team, who created an
1631 updated, color-coded visual representation of downtown Selma. The IRC team also completed an in-
1632 depth survey of each lot, producing a report highlighting over 20 factors for each property. The
1633 updated maps and additional information were given to the city and the Housing Authority. Following
1634 this, IRC performed a similar survey of the business corridor, assessing each lot and storefront.
1635 These efforts significantly reduced the time required to begin rebuilding, potentially cutting months
1636 or even years off the recovery timeline.

1637 **Conclusion**

1638 The NDRF’s adaptable framework allowed the designation of the Delta Regional Authority to lead
1639 recovery and revitalization, and the partnership with the IRC to provide targeted technical assistance
1640 and capacity building support. These achievements highlight the Interagency’s ability to effectively
1641 tackle challenges and implement innovative solutions, all while navigating the complexities of unique
1642 recovery structures. This experience demonstrates the strength and versatility of the NDRF in
1643 fostering collaboration and ensuring that recovery efforts are tailored to meet the specific needs of
1644 communities, regardless of the leadership structure in place.

1645 **Additional Resources**

- 1646 ▪ Alabama Severe Storms, Straight-Line Winds, and Tornadoes Declaration –
1647 <https://www.fema.gov/disaster/4684>
- 1648 ▪ President Joseph R. Biden, Jr. Approves Alabama Disaster Declaration –
1649 [https://www.whitehouse.gov/briefing-room/statements-releases/2023/01/15/president-](https://www.whitehouse.gov/briefing-room/statements-releases/2023/01/15/president-joseph-r-biden-jr-approves-alabama-disaster-declaration-3/)
1650 [joseph-r-biden-jr-approves-alabama-disaster-declaration-3/](https://www.whitehouse.gov/briefing-room/statements-releases/2023/01/15/president-joseph-r-biden-jr-approves-alabama-disaster-declaration-3/)

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1652 Appendix H: Document Updates and Maintenance

1653 This third edition of the NDRF reflects the insights and lessons learned from real-world incidents and
1654 the implementation of the National Preparedness System. It emphasizes conducting preparedness
1655 activities with resilience in mind - not just preparing for threats and hazards but also adapting to
1656 changing conditions and ensuring an ability to withstand and recover rapidly from adverse conditions
1657 and disruptions. Solutions will be based on the seven resilience principles from the National
1658 Resilience Guidance. Major updates within Version Three include:

- 1659 ▪ Streamlining wherever possible with an emphasis on plain language.
- 1660 ▪ Recognizing that recovery is not time-bound and must be community-driven and executed toward
1661 shared goals.
- 1662 ▪ Simplifying the RSF agency naming conventions from three tiers to two: coordinating agencies
1663 and participating agencies and organizations.
- 1664 ▪ Updating the names of two RSFs: Community Assistance RSF, formerly Community Planning and
1665 Capacity Building RSF, and Health, Education, and Human Services RSF, formerly Health and
1666 Social Services RSF.

1667 The NDRF will be regularly reviewed to evaluate its consistency with existing and new policies,
1668 evolving conditions, and the experience gained from its use. The NDRF will be reviewed to
1669 accomplish the following:

- 1670 ▪ Assess and update information on the core capabilities in support of preparedness goals and
1671 objectives.
- 1672 ▪ Ensure that the NDRF adequately reflects the organization of responsible entities.
- 1673 ▪ Ensure that the NDRF is consistent with the other four mission areas.
- 1674 ▪ Update processes based on changes in the national threat/hazard environment.
- 1675 ▪ Incorporate lessons learned and effective practices from day-to-day operations, exercises, and
1676 actual disasters and alerts.
- 1677 ▪ Reflect progress in the Nation's recovery mission and the need to execute new laws, executive
1678 orders, and Presidential directives, as well as strategic changes to national priorities and
1679 guidance, critical tasks, and/or national capabilities.

1680 In reviewing the NDRF, the federal government will consider effective practices (i.e., continuity
1681 planning), lessons learned from exercises and operations, and pertinent new processes and
1682 technologies. Lastly, the NDRF is not intended as a detailed operational guide for recovery partners.
1683 It is a framework for how the nation mobilizes resources for disaster recovery. Specific operational
1684 doctrine and plans will be developed separately.