



# ECONOMIC RECOVERY SUPPORT FUNCTION (RSF)

## Field Operations Manual (FOM)

June 2021



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## Introduction

Thank you for stepping forward to be part of the federal government’s Economic Recovery support mission! No matter your current position, serving as the Field Coordinator for the Economic Recovery Support Function (RSF) will be like nothing you have done before. Do not expect work as usual.

As the Field Coordinator, you will be asked to work long hours, be available on weekends, and lead a multi-faceted team that will include subject matter experts (SMEs) and members both experienced and new to supporting communities facing major economic disruptions. You will be asked to give guidance and leadership, assess and address the situation at hand, engage partner agencies and other RSF teams, and support the collaboration of an interagency group of SMEs that will focus on how to leverage funding, coordinate technical assistance, and otherwise provide the links to public or private sector resources that will facilitate the economic recovery and heightened resilience of the impacted community.

However, it is **not** your job as Field Coordinator to know it all or do it all. Your job is to be able to figure out who and what is needed to address the challenges at hand. You will be the facilitator who ensures the interagency, interdisciplinary team effectively plans and executes successful recovery initiatives and provides the capacity that allows local leaders to support and sustain resilient economic development. It is imperative, therefore, that you are equipped and empowered to execute the responsibilities of this position effectively.

## Purpose

This Field Operations Manual (FOM) is meant to be a one-stop resource for the Economic RSF Field Coordinator and the whole Economic RSF team to help you navigate an assignment that is likely to be one of the most rewarding you will ever undertake. It is an important tool for the Field Coordinator, who can use it to get up to speed quickly and hit the ground running upon arrival at the Joint Field Office (JFO) and is meant to promote the consistent application of field operations protocols and best practices across disaster recovery sites.



### **Field Coordinator TIP!**

If the Field Coordinator receives instructions on-site at the JFO or Joint Recovery Office (JRO) that conflict with this manual, they should contact the Economic RSF National Coordinator to ask for clarification.

Field staff can turn to this manual to learn about:

- National Disaster Recovery Framework (NDRF) guiding principles on disaster recovery;
- The Economic RSF mission; and
- The JFO and JRO.

This body of this document covers, in the following order, the Economic RSF objectives, the types of support and solutions the RSF offers, its key processes, and an introduction to concepts and resources relating to outcome indicators, lifelines, and mitigation. It concludes with an array of appendices that contain practical information for Field Coordinators, including but not limited to, report templates, self-care aids, primary and supporting agency information, an explanation of the disaster declaration process, and steps to take when preparing for deployment.

Although recovery operations are unique and conditions at disaster sites vary, Economic RSF Field Coordinators and recovery staff can rely on this manual to take a consistent approach to field missions. Economic RSF Field Coordinators determine how the content of this FOM applies to each recovery operation.

The Economic RSF National Coordinator regularly reviews after action reports (AARs), ensures that new lessons learned are incorporated into this document, and uses it as the basis to develop standard operating procedures (SOPs), job aids, and training. The Economic Development Administration (EDA) is the office of primary responsibility for this document, and the Economic RSF National Coordinator must approve all changes.

### Relationship to Other Disaster Recovery Documents

This Economic RSF FOM is part of a series that includes six total FOMs, as well as additional documents related to disaster recovery. Each of the other five RSFs (Community Planning and Capacity Building [CPCB], Housing, Health and Social Services [HSS], Infrastructure Systems [IS], and Natural and Cultural Resources [NCR]) has its own FOM and additional recovery documents. The figure below shows the RSFs and their coordinating agencies.

**Figure 1: RSFs and their Coordinating Agencies**





These FOMs follow the NDRF and Recovery Federal Interagency Operational Plan (FIOP) by providing field operations guidance for each RSF. The table below provides a summary of the NDRF and Recovery FIOP, the key policy documents that direct national disaster activities.

**Table 1: Recovery Doctrine**

<b>NDRF</b>	<p>The NDRF provides a flexible structure for recovery support to disaster-impacted state, local, tribal, and territorial (SLTT) communities. This structure fosters a unified and collaborative approach among disaster recovery managers. The NDRF sets out:</p> <ul style="list-style-type: none"> <li>• Roles and responsibilities across organizations prior to disasters</li> <li>• Guidance for pre- and post-disaster recovery planning</li> <li>• Coordinating structures that facilitate communication and collaboration among all stakeholders</li> <li>• Descriptions of all six RSFs</li> </ul>
<b>Recovery FIOP</b>	<p>The Recovery FIOP<sup>1</sup> provides guidance about how to implement the NDRF. It describes the concept of operations for integrating and synchronizing existing national-level federal capabilities to support SLTT communities. It sets out:</p> <ul style="list-style-type: none"> <li>• Doctrinal guidance for how the whole community builds, sustains, and delivers recovery core capabilities</li> <li>• A concept of operations and recovery core capabilities (Economic RSF core capabilities can be found in Annex D of the Recovery FIOP)</li> <li>• An organizational structure for disaster recovery</li> </ul>



**Field Coordinator TIP!**

This FOM introduces integrated operations approach concepts, which promote a unified effort among stakeholders to identify SLTT government recovery needs and goals, agree on a shared vision for successful recovery in a community, and resource recovery solutions.

Additionally, mitigation strategies to reduce lifeline vulnerability are a key component of RSF recovery operations. This FOM also introduces the **National Mitigation Investment Strategy** (Investment Strategy) and other resources that provide support and guidance related to mitigation.

<sup>1</sup> Recovery Federal Interagency Operational Plan, Second Edition August 2016. A new Response/Recovery FIOP is being developed and should be available sometime in 2022 for use.

## Key Terms and Roles in Disaster Recovery

You can expect to learn a new vocabulary during your activation and deployment, as FEMA terminology includes many military references and descriptions based on an incident command system (ICS). There are also terms that have a specific meaning under the NDRF that you will hear frequently when you arrive at the JFO to begin your assignment. A selection of commonly used terms in disaster recovery is defined below that will aid in your understanding of this manual.

**Disaster:** In the context of a FEMA mission that you are being deployed to support, the Stafford Act has a very specific definition for major disasters that trigger a federal response:

*“...any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”*

**Disaster Response and Recovery:** The organization and management of resources and responsibilities for dealing with the recovery or continuation of vital physical, social, health and social services, economic, and environmental infrastructure and systems following a natural or human-induced disaster.

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

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

**Economic RSF:** Integrates the resources and expertise of federal agencies to help SLTT governments and the private sector to sustain and/or revitalize businesses and employment and develop new economic opportunities that result in sustainable and economically resilient communities after a disaster. The Economic RSF typically works on a range of projects that may include the development of community-wide economic recovery or development plans, strategies for adapting to changed market conditions, injections of needed capital (loans and grants), workforce initiatives to build skills for and secure new jobs, business initiatives to employ workers and generate revenue, entrepreneurial programs to re-open and establish new businesses to address recovery needs, and management plans that promote the effective use of recovery resources and integrate economic resilience principles.

**Emergency Support Function (ESF):** A FEMA-designated group of federal and SLTT authorities who provide a range of support services in disaster response (the period from when the disaster is presidentially declared until the conditions can be determined to have transitioned

to disaster recovery). ESFs provide emergency response services under specific headings like Transportation, Public Health, and Medical Services, and are numbered ESF 1-15, each with a specific coordinating agency. Additional information can be found in the [National Response Framework](#).

**Joint Field Office (JFO):** A JFO is a temporary federal multi-agency coordination center established locally to facilitate field-level response activities. The JFO provides a central location for coordination of federal, SLTT, non-governmental, and private sector organizations involved in incident support.

**Joint Recovery Office (JRO):** The JRO, previously titled Long-Term Recovery Office, is established to manage incidents with significant recovery impacts and coordination requirements, and/or to manage multiple, concurrent recovery operations for different incidents within a state, territory, or tribal nation. The JRO should transition responsibilities back to regional offices and demobilize as soon as regions are able to resume execution of the necessary functions.

**Mission:** Five mission areas – Prevention, Protection, Mitigation, Response, and Recovery – organize national preparedness activities and enable integration and coordination across core capabilities. The mission areas are inter-related and require collaboration in order to be effective. The NDRF and Federal Interagency Operational Plans (FIOP) expand more on these relationships, including how mission areas and core capabilities are used to achieve the goal of a secure and resilient nation.

**Mission Assignments (MA):** The primary mechanism for FEMA to coordinate federal assistance under the National Response Framework (NRF) and the NDRF. As part of disaster declarations, FEMA uses MAs to task and reimburse other federal departments and agencies to provide direct assistance during emergencies and disasters. An MA is issued by FEMA to direct other federal agencies and components of the United States Department of Homeland Security (DHS) to complete specified tasks in response to a Stafford Act event under the NDRF.

MAs are essential and powerful tools for federal emergency management under the Stafford Act. MAs are distinct because they allow for deployment and assistance from the full range of federal resources to support incident needs. A typical MA identifies a statement of work (SOW), fund citation, points of contact, projected completion “end” date, cost share information, MA type, authorized signatures, date issued, and authorized funding amount.

Note: MAs are generally issued and obligated in order to make resources available to address estimated immediate mission-critical needs and are frequently updated. Refer to the link below for more information on MAs: [Mission Assignments | FEMA.gov](#).

**National Preparedness System (NPS):** Outlines an organized process for everyone in the [whole community](#) to move forward with their preparation activities and achieve the [National Preparedness Goal](#):

*“A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.”*

The NPS encompasses the disaster response and recovery system.

**Program Management Office (PMO):** Established by the Recovery Support Function Leadership Group (RSFLG), the PMO tracks interagency funds from the time of appropriation to the SLTT jurisdiction through allocation and application to identified projects, providing a vehicle to capture specific outcomes and tell the complete story of federal engagement from response to recovery and demonstrate the accomplishments of interagency collaboration.

**Recovery Support Function (RSF):** A FEMA-designated group of federal and SLTT agencies or authorities who provide a range of support services in disaster recovery, under a specific disaster recovery heading, such as Economic. All RSFs have a coordinating agency, primary partner agencies, and supporting partner organizations.

An RSF supports the recovery effort by coordinating resources from designated federal departments and agencies and other supporting organizations. There are six RSFs operating under the NDRF:

- Community Planning and Capacity Building (CPCB)
- Economic
- Health and Social Services (HSS)
- Housing
- Infrastructure Systems (IS)
- Natural and Cultural Resources (NCR)

The objective of each RSF is to facilitate the identification, coordination, and delivery of federal assistance needed to supplement recovery resources and efforts by SLTT governments, as well as the private and non-profit sectors. These RSF activities assist communities with accelerating the process of recovery, redevelopment, and revitalization. Each RSF has a designated coordinating agency along with primary agencies and supporting organizations with programs relevant to the functional area.

There are three types of agencies to be familiar with in relation to how RSFs operate:

- The **Coordinating Agency** provides leadership, coordination, and oversight for the RSF. Throughout the response and recovery phases, the coordinating agency ensures ongoing communication and coordination between the primary agencies, supporting organizations, federal agencies and corresponding SLTT government authorities, and non-profit and private sector organizations. The U.S. Department of Commerce (DOC) – Economic Development Agency (EDA) is the Economic RSF Coordinating Agency.
- A **Primary Agency** is a federal agency with significant authorities, roles, resources, or capabilities for a function within an RSF. Primary agencies orchestrate federal support within their functional area for an affected SLTT government and may lead interagency field assessment or support teams, as necessary.

- **Supporting Organizations** are federal agencies with specific expertise and resources that the primary agency can tap into to bolster support for SLTT community economic recovery. These agencies provide assistance consistent with their authorities, when requested by the Economic RSF National Coordinator.

**Recovery Support Function Leadership Group**

**(RSFLG):** An interagency body that is convened by FEMA and operates at the headquarters level to facilitate information sharing and policy coordination for national recovery activities. The RSFLG is responsible for identifying and resolving operational and policy challenges related to the NDRF and the NPS. Field Coordinators may leverage key challenges that cannot be resolved in the field to RSF National Coordinators, who will present challenges to the RSFLG for discussion. Challenges may be leveraged to the Senior Executive and Under Secretary levels for policy decisions, as needed. National Coordinators may also receive assignments for field staff based on RSFLG discussion and direction.

Information about **Economic RSF Primary and Supporting Agencies** is located in Appendix D.

**Stafford Act:** Constitutes the statutory authority for most federal disaster response activities, especially as they pertain to FEMA and FEMA programs. It created the system in place today by which a presidential disaster declaration or an emergency declaration triggers assistance through FEMA. The Stafford Act gives FEMA the responsibility for coordinating government-wide relief efforts.

## The Economic RSF and Its Objectives

Disasters often devastate the economies of impacted communities. To repair the damage, the Economic RSF — a group of federal agencies and national organizations with recovery authorities, coordinated by EDA — provides expertise and resources and coordinates federal support for economic recovery. The Economic RSF teams up with communities to make sure that the economy is restored.

This is essential because the economy impacts each core capability area in the NDRF.

The RSF model fosters strong collaboration across federal and SLTT communities. This recovery structure helps agencies communicate smoothly and share important information about impacts, needs, and resources.

Ultimately, the Economic RSF team should leave local leaders with the skills and capacity to support their community's economy after federal recovery workers head home.

Information about **National Emergency Declaration or a Major Disaster Declaration and Deploying a Field Team** is located in Appendix C.

## Mission and Core Capability

The mission of the Economic RSF is to integrate the expertise of the federal government to help local, state, and tribal governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents.<sup>2</sup>

### Economic RSF Core Capability

The Economic RSF core capability, as described in the Recovery FIOP, is to 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.

## Operations and Objectives During Field Deployment

Recovery consists of multiple programs, projects, and initiatives which occur concurrently, but with different timelines and milestones. The recovery lifecycle is shown in the figure below.<sup>3</sup>

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<sup>2</sup> [https://www.fema.gov/pdf/recoveryframework/economy\\_rsf.pdf](https://www.fema.gov/pdf/recoveryframework/economy_rsf.pdf)

<sup>3</sup> Because the scope, complexity, and other elements of a recovery effort differ depending on the circumstances and unique needs of impacted communities, the specific timing and activities of each stage vary across disasters.

**Figure 2: Recovery Lifecycle**



This lifecycle is useful for thinking through key integration points between programs and federal interagency partners, with a primary focus on Stages 2 and 3. The table below shows the key operations and objectives under these two stages for the Economic RSF.

**Table 2: Key Economic RSF Operations and Objectives under Recovery Lifecycle Stages 2-3**

<b>RECOVERY LIFECYCLE STAGE</b>	<b>Stage 2: Scope Recovery Requirements</b>	<p>Economic Impact/Needs Assessment</p> <ul style="list-style-type: none"> <li>• Support, facilitate, coordinate, and complete damage assessment and impact analysis based on post-disaster conditions and SLTT community needs and capacity.<sup>4</sup></li> <li>• Based on the impact analysis, assess SLTT community economic recovery needs and desired outcomes. Pay special attention to recovery needs that require focused federal support because SLTT community resources are not sufficient to meet them.</li> <li>• Complete needs assessment documentation to communicate findings and requests for additional RSF assistance, such as supporting recovery options development and SLTT community recovery planning and implementation.</li> </ul>
	<b>Stage 3: Deliver Recovery Support</b>	<p>Recovery Options Development</p> <ul style="list-style-type: none"> <li>• Engage all stakeholders, including public and private sector partners, to develop viable actions and strategies that reflect local priorities and support the return of the impacted economy to steady-state conditions.               <ul style="list-style-type: none"> <li>○ Stakeholders include key SLTT government and non-government entities that have relevant knowledge and resources, as well as federal interagency partners whose programs can help jumpstart and sustain SLTT community recovery efforts.</li> </ul> </li> </ul>

<sup>4</sup>During major disasters, such as the 2017 hurricanes or the COVID-19 pandemic, the President may declare a disaster without the preliminary damage assessments that are normally required for a Presidential Disaster Declaration.

		<ul style="list-style-type: none"> <li>The Economic RSF may document the recovery options and strategies developed by and for the SLTT communities and highlight the role that federal interagency partners have in supporting their implementation.</li> </ul>
	Recovery Implementation Support	<ul style="list-style-type: none"> <li>Support SLTT communities in implementing economic recovery strategies that align with their long-term post-disaster recovery outcomes. Prepare an effective handover of the recovery effort to SLTT communities.</li> </ul>

### Economic RSF Core Agencies and Roles

The Economic RSF consists of five primary agencies and seven supporting agencies that work together to provide expertise and resources and coordinate federal support for economic recovery. The table below lists the coordinating, primary, and supporting agencies in the Economic RSF, which are on-call to contribute to recovery operations either in the field or remotely.

**Table 3: Economic RSF Agencies**

<b>Coordinating</b>	DOC – EDA
<b>Primary</b>	<ul style="list-style-type: none"> <li>United States Department of Agriculture (USDA)</li> <li>United States Department of Homeland Security (DHS) <ul style="list-style-type: none"> <li>Federal Emergency Management Agency (FEMA)</li> </ul> </li> <li>United States Department of Labor (DOL)</li> <li>United States Department of the Treasury</li> <li>Small Business Administration (SBA)</li> </ul>
<b>Supporting</b>	<ul style="list-style-type: none"> <li>Corporation for National and Community Service (CNCS)</li> <li>U.S. Department of Health and Human Services (HHS)</li> <li>U.S. Department of Housing and Urban Development (HUD)</li> <li>U.S. Department of the Interior (DOI)</li> <li>United States Environmental Protection Agency (EPA)</li> <li>General Services Administration (GSA)</li> <li>United States Department of State (DOS)</li> </ul>

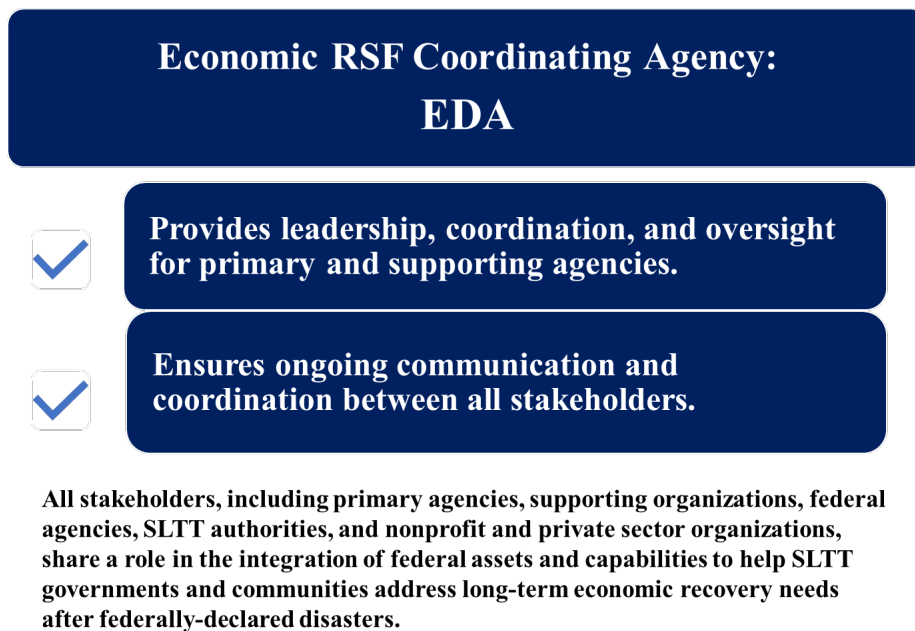


### *EDA – Economic RSF Coordinating Agency*

EDA is the Coordinating Agency for the Economic RSF (on behalf of DOC). EDA oversees and coordinates the agencies that make up the Economic RSF and prepares them to support long-term community economic recovery planning, project implementation, redevelopment, and resiliency. The agencies that constitute the Economic RSF have important roles to play in providing training, loans, grants, and other types of economic recovery assistance. EDA’s support helps these agencies provide assistance effectively and in a timeframe that meets the needs of the affected jurisdiction.

The following figure shows the role of the Coordinating Agency.

**Figure 3: Economic RSF Coordinating Agency**



More information about **Economic RSF Primary and Supporting Agencies Roles** is located in Appendix D. A **Federal Agency Programs Reference** is located in Appendix E.

### *Economic RSF National Coordinator*

EDA provides the Economic RSF National Coordinator, who is a pivotal member of the Economic RSF team. The National Coordinator coordinates the RSF’s steady-state and disaster assistance roles, as well as the Economic RSF agencies’ overall recovery efforts. Ultimately, the National Coordinator is accountable for the success of the Economic RSF mission.

### National Coordinator Tasks

National Coordinators carry out a wide range of tasks. The list below includes a handful of examples:

- Provide training, guidance, and templates for deliverables to the Field Coordinator
- Establish Mission Assignment (MA) agreements with FEMA for economic recovery
- Fill field deployment needs for economic recovery and supporting deployed staff
- Liaise with other federal RSF agencies to engage resources and answer data requests
- Maintain communication regarding the Economic RSF's status and actions
- Provide resources, background, talking points, and guidance for field teams
- Incorporate lessons learned from previous field operations to continuously improve economic recovery strategies



#### **Field Coordinator TIP!**

The National Coordinator is the Field Coordinator's **primary Point of Contact (POC)** before, during, and after deployment. Field Coordinators should regularly communicate with the National Coordinator about any concerns or resource needs.

The Economic RSF National Coordinator is also the **liaison to the RSFLG**. Field staff should refer recovery challenges that cannot be resolved in the field to the National Coordinator, who determines whether to elevate them to the RSFLG.

#### *EDA Regional Director and Economic Development Representative (EDR)*

As EDA headquarters prepares to deploy, the National Coordinator first reaches out to the EDA regional office serving the impacted area.

The Regional Director, regional staff, and the regional EDR provide important local knowledge, contacts, and insight about economic conditions and recovery challenges. They can also let Field Coordinators know about past, current, and potential EDA investments in the impacted area.



**Field Coordinator TIP!**

The Economic RSF is the **only RSF that does not have a corresponding ESF**. ESFs provide the structure for coordinating federal interagency support immediately following a disaster declaration, i.e., during the ‘response’ stage of a disaster.

It is therefore incredibly important for Field Coordinators to make sure that they receive a thorough briefing from the FEMA Private Sector Unit and/or the Federal Disaster Recovery Officer (FDRO) about emergency response activities that took place during the response stage, before the Economic RSF team deployed.

*Economic RSF Field Team*

The Economic RSF team often includes other federal agency (OFA) personnel as well as contractors. Field teams may not include every agency that falls under the Economic RSF — the composition of the team depends on the mission — but Field Coordinators should feel free to draw on the expertise of off-site colleagues at regional or headquarters offices. Ideally the team consists of program specialists from the regional/district offices that serve the affected jurisdiction.

Depending on their roles, team members work on-site at the JFO, in an Area Field Office (AFO) located in the impacted region, or remotely.

*Economic RSF Field Coordinator*

The Economic RSF Field Coordinator wears many hats in their role as the steward of the Economic RSF’s mission. They must be an excellent networker, who can corral a broad array of partners — federal, SLTT, private, academic, and non-profit — and determine how each entity can best pitch in. The Field Coordinator is the primary federal government liaison to these entities and keeps track of and reports on their contributions. Some agencies can offer specific funding, while others are better suited to provide technical assistance.

The Field Coordinator should also be aware of and understand private sector partners and their supply chains. Private sector organizations can work with their supply chain partners, competitors, and the public sector to mitigate risks and enhance supply chain resilience.<sup>5</sup> Especially following catastrophic disasters, the private sector often needs active assistance from the public sector to facilitate the recovery of supply chain flows. The public sector provides support in a number of ways, including but not limited to, clearing roadways, ensuring refueling, providing security, and sharing information.

Field Coordinators are leaders, and their role involves taking stock of and responding swiftly to various challenges as they arise. They work long hours leading an interdisciplinary team of

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<sup>5</sup> <https://www.supplychainquarterly.com/topics/Strategy/20200222-seven-steps-to-counter-catastrophe/>

SMEs. These experts band together to support communities where the economy has been impacted by disaster.

The following figure shows the Economic RSF Field Coordinator responsibilities.

**Figure 4: Economic RSF Field Coordinator Responsibilities**



The Economic RSF Field Coordinator will need to track funding, geographic disbursement of federal programs, and the number of individuals or businesses that receive assistance in order to tell the story of the economic impact of the disaster and describe the progress of recovery efforts. The table below lists programs that the Field Coordinator should track and be able to clearly explain.

**Table 4: Economic RSF Field Coordinator Program Knowledge**

Field Coordinator Program Knowledge
The RSF operational process, including the assessment, options development, and recovery implementation processes.
FEMA programs, especially Public Assistance (PA).
Most commonly applied programs from other agencies that directly support steady-state economic, business, or workforce development in communities.
Programs to address disaster impacts and provide funding and technical assistance to accelerate recovery and improve resilience.
SBA’s Disaster Assistance Program.
USDA’s Disaster Assistance Program.
DOL’s Dislocated Worker Grant Program.
FEMA’s Disaster Unemployment Program.
Federal workforce development programs (e.g., the Workforce Investment Opportunity Act [WIOA]).
How SLTT governments manage relevant programs.

Field Coordinators also build partnerships with other agencies and RSFs. The Economic RSF team and partners work together to leverage funding opportunities, offer technical assistance, and identify disaster-specific resources that can facilitate community recovery. Field Coordinators need to keep contact information on hand for regional and state liaisons from Economic RSF agencies. Either Field Coordinators or National Coordinators typically arrange group or one-on-one calls to stay in touch with these contacts, who can help identify recovery programs, funding opportunities, and technical assistance resources.

The following table describes the Field Coordinator’s role in facilitating multi-faceted coordination.

**Table 5: Field Coordinator Coordination Roles**

<b>To facilitate multi-faceted coordination roles, the Field Coordinator should:</b>	
<input type="checkbox"/>	Become familiar with existing planning documents and economic data on the impacted area in order to be able to assess pre-existing economic conditions, industry trends, challenges, and opportunities.
<input type="checkbox"/>	Review any assessments that have been conducted to inform recovery needs (e.g., federal preliminary damage assessments [PDAs]).
<input type="checkbox"/>	Ask local partners for economic plans and data sources that can inform the scoping of recovery requirements.
<input type="checkbox"/>	Create an engagement strategy for public and private sector partners for the development and implementation of the recovery strategy.
<input type="checkbox"/>	Facilitate regular meetings with federal and SLTT community partners (including FEMA programs, e.g., Individual Assistance (IA), PA, and Hazard Mitigation (HM)) to identify recovery roles and resources and partners that can deliver funding and technical assistance for recovery projects.
<input type="checkbox"/>	Meet with the State Disaster Recovery Coordinator (SDRC) (or equivalent) to discuss recovery outcomes, along with the FDRO (at the request of the Federal Coordinating Officer (FCO)).
<input type="checkbox"/>	Collaborate with the FDRO, FEMA programs, and the RSF teams to work with the SLTT and its partners to break SLTT outcomes down into discrete objectives with associated milestones such that recovery progress can be monitored throughout the recovery operation.
<input type="checkbox"/>	Request the RSF staffing roster, which may also be known as the Communications Plan, from the FDRO. This includes names and contact information for all relevant RSF staff in the field.

To facilitate multi-faceted coordination roles, the Field Coordinator should cont.:	
<input type="checkbox"/>	Request from the National Coordinator a list of contacts and Action Officers (AOs) for each primary and supporting agency in the Economic RSF.
<input type="checkbox"/>	Assemble a contact list for SLTT government agencies/organizations essential for collaboration and the development and implementation of recovery support.

While on duty at the JFO, the Field Coordinator reports to the following individuals:

- The Economic RSF National Coordinator
- The Home Agency Supervisor(s) – typically from EDA
- Agency Executive Leadership (i.e., Regional Director or Secretary)
- The FDRO

The Field Coordinator will contribute to or generate standalone reports on a consistent basis. These reports are an important tool for managing funds and contractors, and for keeping tabs on metrics that show a recovery’s trajectory. Before deploying, Field Coordinators should discuss the reporting requirements they are responsible for with their supervisor, the Economic RSF National Coordinator.



**Field Coordinator TIP!**

Field Coordinators work with their National Coordinator and the Economic RSF Program Manager to **identify operational contacts** that they will need to reach out to for information and local support. The Field Coordinator can attend the National Coordinator’s regular meetings with AOs or create their own channels to connect with local and regional representatives of the Economic RSF partner agencies.

The FDRO typically oversees FEMA-specific reports to track progress toward operational objectives, ensure proper stewardship of federal funds, and make sure recovery activities are effectively supporting SLTT community needs. The RSFs provide input for these reports, so the Field Coordinator onboarding at the JFO should request an orientation to these reporting expectations and templates. The FDRO sets a schedule of meetings and other deliverables, which Field Coordinators will need to adhere to efficiently.

In addition to developing summary products to capture key findings, challenges, and needs identified by FEMA and interagency partners, the Field Coordinator may need to support, produce, or lead other information-sharing efforts. These products serve as milestones in the recovery process.

Information about the **Economic RSF Weekly Check-In Template** and tools for **Accessing and Sharing Documents** is located in Appendix J and K, respectively.

The Economic RSF Field Coordinator will also likely have to submit a weekly report to the National Coordinator and the regional director at EDA. In some very high-profile disasters, agency senior leadership may initially request daily updates before transitioning to weekly updates over time.



**Field Coordinator TIP!**

Field Coordinators who are new to **managing a team** should spend time at the beginning of their deployment becoming acquainted with field staff and contractors. Understanding their team’s experience and skills will help Field Coordinators assign tasks according to each team member’s strengths.

Field Coordinators may also delegate labor to contractors, including research, reports, and other tasks. For example, the Field Coordinator may ask a contractor to assemble case studies to showcase disaster recovery approaches that have been successfully implemented in communities, or to attend meetings they are not available to cover. The Field Coordinator should note that there are limitations to tasks that can be delegated to contractors. Field Coordinators may consult the National Coordinator and FDRO if they have any questions about delegating tasks to contractors.

*Economic RSF Deputy Field Coordinator*

Following large or catastrophic disasters, the National Coordinator may appoint a Deputy Field Coordinator to assist the Field Coordinator with coordinating, facilitating, and implementing the Economic RSF’s mission.

*Additional Subject Matter Experts (SMEs)*

The Field Coordinator may draw on the expertise of other DOC SMEs or program managers if specific disaster impacts warrant this. Examples of these SMEs and program managers include:

- The Bureau of Economic Analysis (impact assessment)
- National Oceanic and Atmospheric Administration (NOAA) (fisheries declarations)
- International Trade Administration (exports, tourism assets)

Other DOC bureau SMEs may be assigned to serve with the Economic RSF and may already be on-site serving other RSFs.

For example, NOAA may be on-site serving with the NCR RSF.

These individuals may support the Economic RSF remotely from their headquarters or regional offices, or Field Coordinators can request that they serve on-site at the JFO.

### *Contract Staff*

The National Coordinator may request that contract staff join the Economic RSF team. EDA headquarters hires and vets contractors and establishes scopes of work according to the agency's contracting procedures.

Contract staff members typically support the Economic RSF team by helping to create the needs assessment and by developing and implementing recovery strategies. Contractors report to the Field Coordinator. They may be based in the field or work remotely.

### *FEMA - Federal Disaster Recovery Officer (FDRO)*

The FDRO is responsible for coordinating Interagency Recovery Coordination (IRC) and driving strategic long-term recovery collaboration with the RSFs, voluntary agencies, and FEMA programs. In some cases, the names of the objectives described above may be modified to better reflect the specific needs of the mission. The FDRO is the central point of contact for guidance about operation-specific terms and assessments.

In addition to managing the operation objectives, the FDRO will also:

- Manage IRC day-to-day operations and associated administrative tasks across RSFs with the support of National Disaster Recovery Support (NDRS) cadre members
- Build relationships to identify recovery issues that may benefit from interagency coordination
- Coordinate RSF expertise to support capacity building in recovery management and processes at all levels of SLTT
- Consult advisors (Mitigation, Sustainability, etc.) to support and enhance the recovery activities of the RSFs
- Schedule and facilitate meetings between interagency staff and FEMA programs to develop collaborative solutions to SLTT recovery issues and needs
- Coordinate development of collaborative recovery strategies

### *FEMA – National Disaster Recovery Support (NDRS) Specialist*

The Economic RSF team also includes a FEMA NDRS Specialist who can provide support in facilitating discussions, sharing information, and supporting the functional area leads. The NDRS Specialist reports to the FDRO and provides IRC support and expertise around logistics and reporting requirements; organizing and coordinating resources; operational planning; identifying challenges, gaps, and relevant policy; and analyzing and visualizing recovery data to monitor progress toward SLTT recovery outcomes. The NDRS Specialist also serves as a POC for the Field Coordinator to communicate with other FEMA sections. Depending on their roles, team members work on-site at the JFO, in an AFO located in the impacted region, or remotely.

### *FEMA – Private Sector Unit*

The Private Sector Unit of ESF #15 is not considered a corresponding ESF to the Economic RSF. However, there are linkages between the ESF and the RSF that the two can leverage to support economic recovery. ESF #15 is based in the field and assesses impacts to private sector



entities such as businesses, the workforce, and academic institutions. The Private Sector Unit can provide contacts for economic and workforce development organizations, industry groups, chambers of commerce, business support organizations, and other organizations that can offer information to support impact and needs assessments and contribute resources for economic recovery.

### *Action Officers (AOs)*

Each of the RSF agencies has an AO, who is the primary POC for federal agencies and the liaison to the RSFLG. During steady-state conditions, AOs advise National Coordinators on policy, joint initiatives, and agency engagement. During disaster recovery, they are on-call to help deliver assistance, either in the field or remotely. The specifics of each recovery operation dictate which SME leads deploy to the field.

More information about **Economic RSF Primary and Supporting Agencies Roles** is located in Appendix D. A **Federal Agency Programs Reference** is located in Appendix E.

### **Other RSFs**

Many challenges related to health, housing, infrastructure, natural and cultural resources, and community planning and capacity building also impact a community's economy. It is important that the Economic RSF coordinate its activities with the other RSFs to develop whole community recovery solutions.

SLTT communities may pursue financial or technical assistance to support particularly large projects such as repairs to damaged airports, universities, or utility systems. Numerous federal agencies are in a position to provide such assistance, including FEMA, USDA, EDA, the U.S. Department of Transportation (DOT), including the Federal Aviation Administration (FAA), the U.S. Department of Energy (DOE), and others that cross over several RSFs. Major projects like these typically require an interagency review to guard against duplication of federal funding and coordinate environmental and other federal reviews. The Economic RSF Field Coordinator should discuss such projects with the Unified Federal Review (UFR) Advisor, Hazard Mitigation Advisor, Sustainability Advisor and/or other cross-cutting positions on the IRC team.

### **Overlapping RSF Roles**

Agencies may lead one RSF and play a supporting role in other RSFs. Field Coordinators may encounter officials at the JFO who support multiple RSFs. Such officials may be able to assist in connecting Field Coordinators to key partners and helpful resources.

### Examples of RSF Crossover

HSS RSF – Health and social service networks, facilities, and childcare providers impact employment and support a customer base for local businesses.

Housing RSF – Damaged housing can create a need for more construction training facilities, programs, and business assistance services to assist local contractors as they prepare for new opportunities.

IS RSF – A healthy economy depends on the repair and recovery of infrastructure systems, including roads, ports, utilities, and other critical facilities.

NCR RSF – Disasters may damage natural assets such as forests or beaches that are critical for commercial industry or tourism economies.

CPCB RSF – SLTT governments need to have the capacity to manage and implement economic recovery.

### Non-Federal Economic RSF Partners

The NDRF is based on the principle that disaster recovery is supported by federal partners, managed by the state, and implemented locally. Therefore, it is imperative that the Economic RSF and its federal partners engage and coordinate with public and private sector organizations to develop and support recovery strategies.

### Case Study: BLUEtide Initiative

The BLUEtide Initiative, which includes the establishment of the Marine Business, Innovation, and Research Center of the Caribbean and the Puerto Rico Ocean Technology Complex, bolsters Puerto Rico’s coastal economic development and resilience. Although BLUEtide received EDA grant funding to jumpstart the initiative, it can endure without further federal support. While a great deal of Puerto Rico’s modern economic history has been dictated by a series of federal incentives, the BLUEtide initiative is structured to ensure that no additional incentives are needed. The initiative leverages Puerto Rico’s ocean assets instead of relying on further federal funding. FEMA leadership has praised BLUEtide as a strong example of a cross-sector approach to recovery.

The Economic RSF and its federal partners actualize this principle by forming strong relationships with public, non-governmental, and private sector organizations, and associations whose missions align with theirs. These entities help the RSF develop recovery strategies that are tailored to meet SLTT governments’ specific needs and take advantage of locally available capacity. Many of these organizations will continue to work in the impacted area long after federal recovery workers depart.



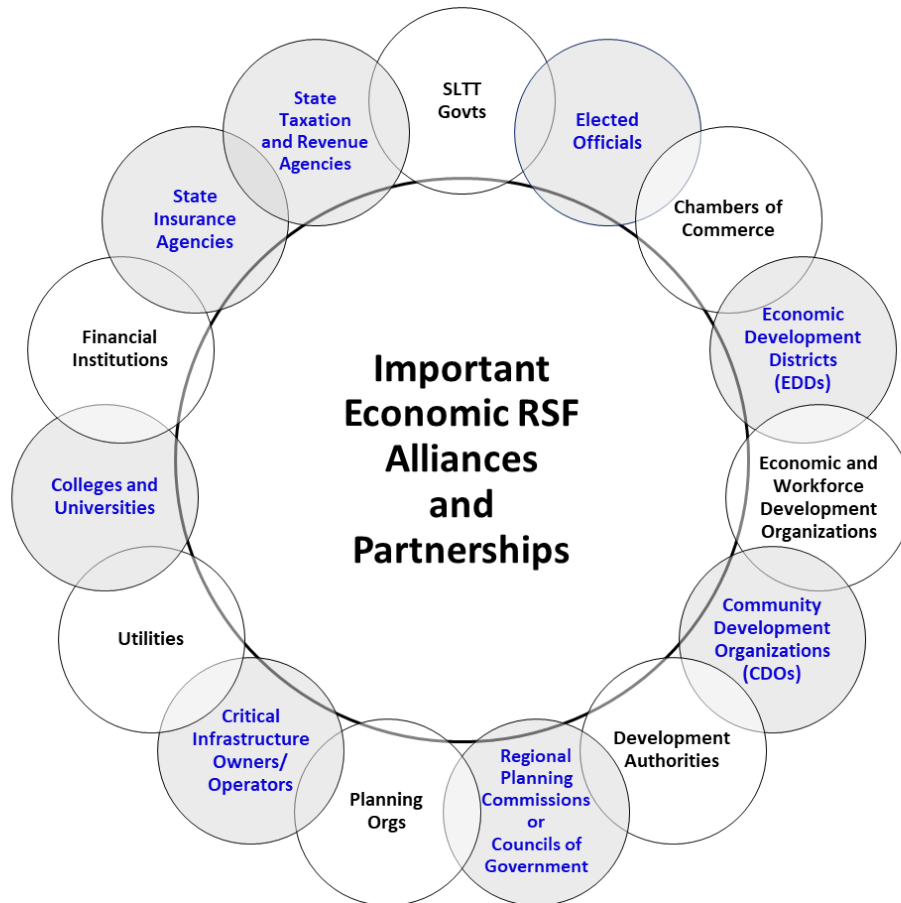
**Field Coordinator TIP!**

As Field Coordinators **develop an outreach plan**, they consult with other relevant Field Coordinators. For example, if the Economic RSF Field Coordinator plans to meet with regional stakeholders or local government officials to discuss economic needs related to a housing development project, they may invite the Housing RSF Field Coordinator to attend the meeting.

Field Coordinators should also consult FEMA leadership at the JFO or JRO about protocols regarding external stakeholder engagement. For example, in some JFOs or JROs, FEMA leadership prefers to be notified about any meetings with the RSFs and SLTT government officials.

Important alliances and partnerships are shown in the figure below.

**Figure 5: Economic RSF Alliances and Partnerships**



The impacted SLTT government appoints either a State Coordinating Officer (SCO) or Tribal Coordinating Officer (TCO) with whom the FCO sets objectives for the disaster recovery activities. The SCO or TCO directs activities for SLTT departments and agencies. SLTT government representatives work with economic development agencies, workforce agencies, or other designated business/economic support organizations.

Throughout this document, the functions described for the FCO may be performed by the FCO, Deputy FCO, FDRO, JRO Director, or other field staff, based on regional leadership direction and the scale and scope of the disaster.



**Field Coordinator TIP!**

Field Coordinators can refer to the **Economic RSF Partnership and Communication Strategy** document to learn about strategies to cultivate a network of partners. Designing outreach methods and working with elected officials are integral aspects of the Field Coordinator role.

The Field Coordinator should request that one or more SLTT government representatives be embedded within the Economic RSF and serve on-site at the JFO if they choose to do so. However, SLTT governments typically do not grant such requests, so the Economic RSF will need to regularly engage SLTT government agencies virtually. Local organizations, including SLTT governments, may not be familiar with the NDRF structure, or the mission of the Economic RSF team and the support it offers. The Field Coordinator should brief SLTT government leadership on the NDRF and the role of the Economic RSF as early as possible after deployment, and collaborate closely with economic development, workforce development, and other partners essential to economic recovery throughout the Economic RSF mission.

The figure below outlines essential elements of a coordinated recovery strategy.

**Figure 6: Elements of a Coordinated Recovery Strategy**



### Joint Field Office (JFO) vs Joint Recovery Office (JRO)

A JFO is a temporary federal multi-agency coordination center established in the impacted area to serve as a headquarters for field-level response activities. The JFO provides a central location for coordination of federal, SLTT, non-governmental, and private sector organizations involved in disaster response. JFO personnel engage in focused response actions to quickly stabilize impacted areas using the community lifelines construct.<sup>6</sup>

Once response staff have stabilized essential lifelines, the focus of the disaster operation shifts and expands to achieve recovery outcomes. At that point, if additional recovery work is necessary, the JFO will transition to become a JRO (previously “Long-Term Recovery Office”).

The FCO will engage the Regional Recovery Division Director and SLTT partners to make a recommendation to the Regional Administrator as to whether a JRO is required.

This FOM assumes that recovery lifecycle Stage 2 (Scope Recovery Requirements) occurs at the JFO, while Stage 3 (Deliver Recovery Support) occurs at the JRO. Although there are exceptions, as noted in the Appendix to this section, this assumption is based on the typical activities that occur in each.

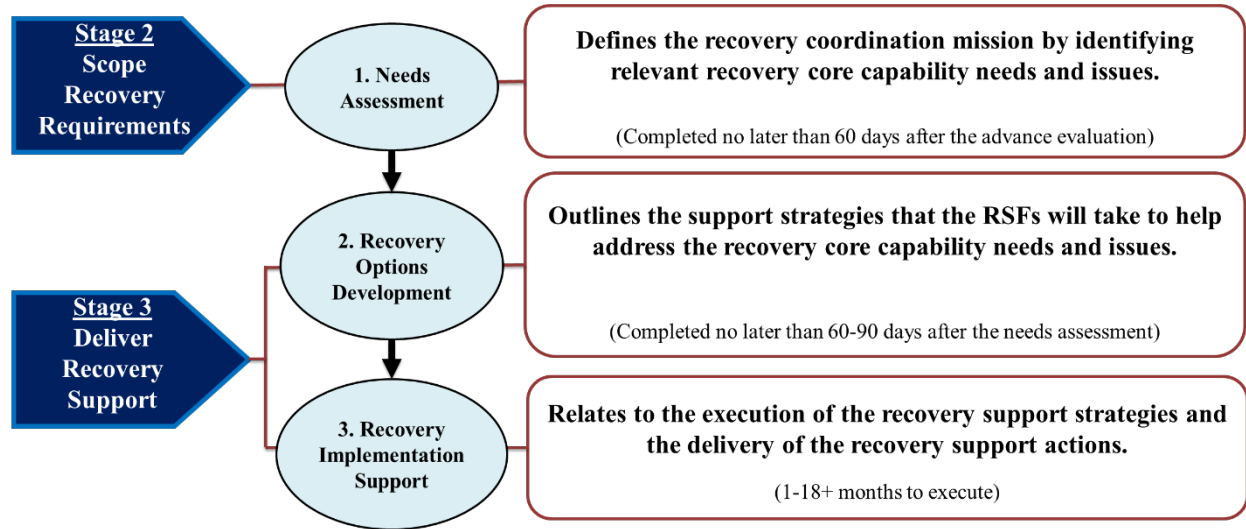
**Key Distinctions between a JFO vs. JRO** are further detailed in Appendix G. Information about **Working at the JFO and Self Care at the JFO** is located in Appendix H and I, respectively.

<sup>6</sup> See Appendix M for more information on lifelines.

## Key Economic RSF Processes

The following figure shows key Economic RSF processes that take place under recovery lifecycle Stage 2 (Scope Recovery Requirements) and Stage 3 (Deliver Recovery Support). The remainder of this section describes these stages in greater detail.

**Figure 7: Key Economic RSF Processes under Recovery Lifecycle Stages 2 and 3**



Note: The timelines presented here are estimates (every disaster is different hence timelines could very well differ for each disaster).

### 1. Scope Recovery Requirements: Needs Assessment

Federal interagency partners and FEMA programs scope recovery requirements early in the field operation by gathering information and insights and developing a mutual understanding of the breadth of recovery needs and SLTT capacity. This frequently happens concurrently with the SLTT identifying their outcomes. Field Coordinators should leverage information and assessment processes that take place as part of Stafford Act program delivery to inform recovery planning.

It is important to note that the data and information Field Coordinators receive through these processes may accurately describe part of a community's needs, but other data that are not easily accessible, apparent upfront, or that reflect underrepresented populations can often be the most critical for recovery workers to understand disaster impacts. Field Coordinators should seek out information on impacts to specific at-risk communities to sharpen the assessment process and ensure that every population sees themselves reflected in the path to recovery.

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Low-income property owners, families with language or cultural barriers, and renters living in sub-standard housing are some of the many at-risk groups whose needs have significant weight in framing the extent of the disaster's impacts.

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### *Breadth of Recovery Needs*

The needs assessment is a component of scoping recovery requirements and describes pre-disaster economic conditions and near-term impacts (within approximately the next two years). It takes findings from each RSF into account and comprehensively delineates recovery needs. The needs assessment includes all available quantitative data, as well as anecdotal and qualitative information gathered through the Field Coordinator’s collaboration with partners. Based on the needs identified in this assessment, SLTT governments develop recovery goals that guide recovery partners’ priorities and recovery actions. The textbox below clarifies the purpose and meaning of recovery goals.

#### **Development of SLTT Goals**

Recovery goals articulate what SLTT communities hope to accomplish to address disaster impacts and improve overall resilience. These goals define SLTT communities’ core values and describe a vision for the end of the recovery process. They also influence how the federal government supports recovery efforts and applies resources.

Field staff should give historically underserved or vulnerable communities particular consideration in both the assessment and prioritization of recovery goals.

Early in the field operation, the FCO will engage with the recovery representative for the SLTT government (i.e., the SDRC) to discuss recovery goals. It may take a series of discussions with different stakeholders to develop recovery goals that are actionable.

SLTT recovery outcomes are distinct from recovery goals. Recovery outcomes present a picture or measurement of progress toward SLTT recovery goals.

### *Collecting Data*

Collecting data — including data needed to develop indices of vulnerability and risk, demographic data, and data related to infrastructure, health, housing, economy, and environment — can be difficult in areas impacted by a disaster for a myriad of reasons, including disrupted data systems/facilities and limited staff capacity in local entities that manage data. Currently, no mechanism exists to synthesize this information and provide a detailed picture of unmet needs by jurisdiction, neighborhood, demographic group, and unique type or level of need. Additionally, each federal and SLTT government agency and program has its own reports and data regarding activity status, applicants, and timelines. Field Coordinators do their best with available data and report data limitations to the National Coordinator and FEMA partners.

Individuals developing the needs assessment rely on national and local data from sources such as [www.statsamerica.org](http://www.statsamerica.org), which provides comprehensive data on business and industry by county, and [www.bls.gov](http://www.bls.gov), which provides quarterly labor and employment reports.



### **Option to Streamline Coordination of Field Operations: Data Repository**

To ensure that recovery programs and initiatives function cohesively, based on a shared understanding of recovery needs, it is helpful if the various entities involved in the recovery can rely on a single, centralized data repository.

The various agencies and organizations that store and share data could use compatible data formats and agreed-upon communication channels to help recovery strategies reach their potential. In some data-poor recovery contexts, it may be beneficial and appropriate for federal funds to support the development of data repositories.

For example, following Hurricane Maria, the Foundation for Puerto Rico received Community Development Block Grant Disaster Recovery (CDBG-DR) funds to develop a data repository to store, analyze, and share information needed by municipal planners. Typically, FEMA, as the coordinating authority for recovery, also plays a key information-sharing role. For example, the agency offers a [Disaster Resource Library](#), which houses entries of RSF-specific resources for disaster recovery operations.

### *Economic Development District (EDD)*

The impacted area may be covered by an EDA-sponsored, multi-jurisdictional Economic Development District (EDD).<sup>7</sup> EDDs also may be known as or associated with a Council of Government (COG) or a Regional Planning Agency (RPA). In these locations, the Field Coordinator will want to work closely with EDDs to better understand needs and priorities.

Because EDDs and regional councils are formed through formal alliances of a group of municipal, county, and other local jurisdictions, they are instrumental in understanding regional conditions and in delivering support for economic, infrastructure, and social systems recovery.

### *Public and Private Sector Organizations*

Because the economy is inextricably tied to all sectors of a community, the Economic RSF will work with a broad scope of public and private sector organizations including government, industry organizations, workforce development organizations, and academic institutions. For

### **Importance of the EDD Comprehensive Economic Development Strategy (CEDS)**

The CEDS is a plan for regional economic development and a prerequisite for designation by EDA as an EDD. The CEDS describes the economic conditions of a region and must incorporate the concept of economic resilience (i.e., the ability to avoid, withstand, and recover from economic shifts, natural disasters, the impacts of climate change, etc.). For impacted areas with EDDs, the CEDS will serve as an important source of information on the economic conditions of an area prior to the disaster, including industry trends, workforce issues, challenges, and opportunities.

<sup>7</sup> The Economic RSF participated in Economic Workshops with eight Hurricane Harvey-impacted COGs to further develop relationships between federal and state/local entities. For more information, see: <https://eda.gov/files/programs/disaster-recovery/Economic-Workshops-Report-Harvey.pdf>



example, the Field Coordinator should scan higher education institutions, including EDA-recognized University Centers, that serve the impacted region(s) and engage with program directors that work with cooperative extension services, entrepreneurship development, economic research, and specific industry sector development.

### *Economic and Workforce Development Organizations*

The Economic RSF should work to align its efforts with all economic and workforce development organizations carrying on the recovery as well as steady-state programs offered by the SLTT governments. This will include federal as well as SLTT economic development and workforce agencies. The Field Coordinator will benefit from reaching out to these agencies and partnerships as early as possible during their deployment. Please ask the National Coordinator for contacts at these agencies, including regional contacts for the federal agencies, if they are not yet known or serving in the JFO.

The Field Coordinator should collaborate closely with the SLTT Labor Department and Workforce Investment/Development Boards and can obtain contact information for these entities from the DOL ETA. The Field Coordinator should keep the ETA in the loop as needed regarding this collaboration.

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Federal recovery staff support the FCO, SCO, and SDRC to establish engagement and information-sharing procedures across response and recovery. They follow a disaster-specific engagement process. This process includes gathering stakeholder input that assists recovery staff in re-evaluating outcomes in response to the conditions of the recovery operation and the effectiveness of support actions.

### **EDA-Sponsored University Centers**

An EDA-sponsored University Center is designed to leverage university resources to support economic development strategies, for example: entrepreneurial training, access to universities' specialized research and technologies, outreach capabilities, and faculty expertise.

EDA should notify the Field Coordinator if there is an EDA-sponsored University Center providing technical assistance and supporting the economic development of the impacted region.

EDA-sponsored University Centers can offer opportunities for Economic RSF engagement in capacity building and recovery. For example, after Hurricane Maria struck Puerto Rico in 2017, the Economic RSF partnered with the University of Puerto Rico – Mayaguez to deliver a series of grant writing workshops to facilitate access to federal recovery funding.

*SLTT Recovery Capacity*

The RSFs gather information about SLTT government capacity and share it across the IRC partners. Once recovery resources are mobilized and mission capable, IRC leads a more comprehensive recovery needs assessment—including a consolidated analysis of capacity gaps—across all RSF areas of focus. The FCO may deploy an FDRO before lifelines are stabilized to manage IRC operations and coordinate RSF activities. Early activation helps the Economic RSF coordinate with the ESFs and federal stakeholders to support SLTT recovery goals by addressing capacity gaps

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The FCO works closely with the Regional Administrator and Regional Recovery Division Director to engage SLTT community and interagency partners about needs assessments. The FDRO ensures a coordinated assessment process, facilitating engagement of key stakeholders as needed and facilitating productive discussions between FEMA programs and RSFs on identification of recovery needs and issues. Regional FEMA CPCB staff are also excellent resources for insight into the recovery management capacity of SLTT partners. The RSFLG, Emergency Support Function Leadership Group (ESFLG), and Mitigation Framework Leadership Group (MitFLG) will also provide critical SLTT data and information.

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through training, guidance, or technical support for SLTT communities, governments, non-governmental decision-makers, and policymakers. The table below shows the minimum expected sources that the Economic RSF considers when assessing SLTT economic recovery needs.

**Table 6: Suggested Sources of Information for Economic Recovery Needs Assessment**

<b>Factors to Consider (not all-inclusive)</b>
<ul style="list-style-type: none"> <li>• Consultation with local and state private sector organizations, economic development organizations, or regional development and planning agencies to identify major recovery issues</li> <li>• Insurance coverage – amount of insurance held by local businesses for business interruption and other hazards</li> <li>• Capital access limitations and opportunities</li> <li>• Economic development mechanisms – presence of a long-range plan for economic development, an economic or community development department, professionally trained staff, and/or established revitalization districts (Tax Increment Financing, Business Improvement District, Enterprise Zone, etc.)</li> <li>• Pre- and post-unemployment data</li> <li>• Reserves – debt/borrowing capacity</li> <li>• Financial impacts to critical sectors (including agriculture)</li> <li>• Workforce development impacts (in addition to unemployment, identification of workforce barriers to re-entry)</li> <li>• Small business recovery issues</li> <li>• Private sector engagement and communication regarding private sector involvement and recovery needs</li> <li>• Business recovery plan dependencies (e.g., known business recovery plans are dependent on X asset to be restored)</li> </ul>

The table below captures the steps and processes of the Economic RSF needs assessment. The Economic RSF manages some of these steps, while its partners direct others.

**Table 7: The Needs Assessment Process**

Needs Assessment	Objectives
<p><i>Establish the Pre-Existing Economic Conditions that Will Have Direct Bearing on the Type and Extent of the Economic Recovery</i></p>	<ul style="list-style-type: none"> <li>• Assess the disaster’s direct and indirect impacts on the affected communities.</li> <li>• Analyze the long-term economic implications of the impacts on the tax base, employment, and other indicators of economic health.</li> <li>• Survey the direct impacts on critical infrastructure and their economic consequences.</li> <li>• Analyze pre-existing demographic and economic conditions, primary economic driver industries, recent economic trends, and workforce skills gaps.</li> </ul>
<p><i>Engage the RSF’s Federal Partners to Assess Pre-Existing Conditions</i></p>	<ul style="list-style-type: none"> <li>• Collect baseline economic and demographic data from the Census Bureau, DOL, and other agencies.</li> <li>• Identify local economic, housing, and individual industry trends through state and regional partners, including the State Department of Economic Development, the Regional Planning Councils, and EDDs/regional workforce organizations (including information in the CEDS).</li> <li>• Collaborate with federal partner departments and agencies to identify the existing projects and programs that have received federal assistance in the affected communities and their current spending plans.</li> <li>• Examine the alignment of economic recovery planning efforts with other community planning efforts.</li> <li>• Coordinate with SLTT government partner agencies (e.g., USDA Farm Service Agency (FSA) with county extension services) to identify existing industry trends, workforce skills, and other information in order to identify opportunities for federal assistance to support economic recovery.</li> </ul>

Needs Assessment	Objectives
<p><i>Assess Near-Term Impacts (within approximately the next two years)</i></p>	<ul style="list-style-type: none"> <li>• Conduct a post-disaster economic impact and risk assessment that will lay out the degree of direct and indirect impact to local businesses, industry, individual workers, and infrastructure.</li> <li>• Identify the challenges likely to impede the financial recovery of individuals and businesses (e.g., insurance coverage, access to other capital, loss of customers/market).</li> <li>• Identify workforce displacement and re-employment challenges (e.g., business closures, skills gaps, and lack of transferable skills for recovery jobs) and long-term implications (approximately three to 10 years).</li> <li>• Assess expected effects on local government revenue streams (e.g., sales tax, property tax, and credit rates on bond issues).</li> <li>• Consider positive economic contributions that will result from federal funds being spent in local municipalities and within the region.</li> <li>• Address workforce needs and consider post-disaster labor demand and supply needs, including program retention, temporary employment, displaced employees, and unemployment. Disaster-related unemployment can also create workforce retraining opportunities.</li> </ul>

*Summary Products*

Field leadership determines which summary products are necessary to capture key findings, challenges, and needs identified by FEMA and interagency partners. FEMA field leadership, SLTT community leadership, RSF agency leadership, the RSFLG, and the MitFLG require documentation and summaries that identify the type and level of support that SLTT communities need. Federal staff share key findings, challenges, and needs with SLTT partners to refine summary products iteratively, as needed.

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Disaster impacts and needs evolve over time. The Economic RSF should periodically update the impact and needs assessments to ensure recovery stakeholders are tailoring support to the most current set of needs.

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**2. Deliver Recovery Support: Recovery Options Development**

The Field Coordinator should validate the findings in the needs/economic impact assessment step with SLTT, federal, and private sector organizations familiar with pre- and post-disaster

economic conditions. In collaboration with these entities, the Economic RSF uses the analyses and baseline information to design its recovery mission.

The Field Coordinator then gathers partner input and captures data and anecdotal information through the following channels:

- Listening sessions
- Community meetings
- Business and employment surveys
- One-on-one meetings with public and private sector organizations representing economic recovery interests

The Economic RSF can strengthen the recovery options development process by collaborating with other RSF agencies and Field Coordinators.

The interdependencies of economics with the other RSFs provide opportunities to develop whole community solutions to economic recovery challenges.

The Field Coordinator synthesizes this stakeholder input and takes it into account to design responsive, tailored economic recovery strategies. This outreach process takes advantage of the knowledge and skills that private sector partners have to offer, provides a medium to share important information, and functions as a collaborative problem-solving forum for stakeholders. Economic recovery strategies should be based on:

- Qualitative and quantitative data gathered as part of an economic impact analysis
- Impact on local jobs and economic activity and the indicators (e.g., local government revenue losses) of both short-term and likely long-term effects on commerce
- The overall sustainability of the community

In consultation with local public and private sector partners, the Economic RSF develops and presents a series of recommended actions to help return the local economy to steady-state conditions. The private and public sectors each provide capacity and capabilities to implement these recommendations.

The Economic RSF partners with SLTT communities and private stakeholders to develop recovery strategies that accurately reflect local recovery priorities. This is essential because it increases the likelihood that local entities will implement these strategies.

The following figure shows questions that the Economic RSF may consider asking SLTT governments.

**Figure 8: Consulting SLTT Planning Efforts**

It is important for the Economic RSF team to familiarize itself with other state, regional, or local planning efforts being undertaken in the disaster area.

This will help identify opportunities to align and/or inform the recovery options development process.

**Consider asking questions such as:**

- 1. Has the state initiated a disaster recovery, resilience, or adaptation planning process?**
- 2. Do any individual municipalities in the region have resilience or recovery plans?**
- 3. Has the region prepared a CEDS to facilitate the receipt of EDA funding, or are they currently working on a CEDS update?**
- 4. Which state, regional, and local agencies are involved with relevant planning efforts?**
- 5. Is the CPCB RSF involved with any complementary or parallel planning processes?**

The Economic RSF handles some of the steps of the recovery options development process, while partner organizations manage others. The following table captures these steps and processes.

**Table 8: Recovery Options Development Process**

Recovery Options Development	Objectives
<i>Baseline Economic Information and Industry Impact Analysis</i>	The Economic RSF will use the baseline economic information and economic impact analysis to develop options to address recovery needs. The RSF team may have to identify or adapt existing programs or create new ones. This means coordinating among federal agencies/programs as well as with SLTT community partners in the public, non-profit, and private sectors.
<i>Facilitate Public and Private Sector Collaboration</i>	Since the goal of the RSF is to leverage and maximize the impact of federal assistance, it is crucial to assess the applicability, availability, and affordability of recovery options. The Economic RSF facilitates public and private sector collaboration to support SLTT communities in identifying recovery options and determining which options are most appropriate both immediately and in the long-term.

Recovery Options Development	Objectives
<p><i>Specific Needs and Challenges</i></p>	<p>Disaster-impacted economies present numerous challenges that require short-term, intermediate, and long-term recovery solutions. These phases of recovery present opportunities to prioritize assistance efforts that address immediate needs first and follow up over time with recovery support to repair, rebuild, and re-employ displaced workers. To accomplish this, the Economic RSF must focus on active information-sharing, leveraging existing partnerships, identifying resources to rebuild, and ensuring that financial assistance and resources are disbursed in a timely manner. Challenges that may arise along the economic recovery timeline include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• Infrastructure damage disrupts supply chains for major employers and/or impedes the movement of essential goods and services to address the critical needs of the affected community.</li> <li>• Small businesses lack the capital or other resources to reopen their doors and re-employ their workers.</li> <li>• There is no business response team or other organizational structure responsible for assessing and addressing the impact on businesses, the workforce, and industry, and no plan to deploy assistance. Many communities have no business recovery centers, business-to-business assistance, or strategy to identify temporary commercial facilities for displaced businesses.</li> <li>• A majority of small businesses are uninsured or underinsured.</li> </ul>

*Develop Strategies to Support SLTT Partners*

The FCO works with the FDRO and FEMA programs to organize a series of strategic work sessions to support SLTT community recovery. Once federal partners identify the objectives and types of support they can offer, all partners can better communicate how their specific actions, programs, and strategies move recovery progress forward. Communication among federal partners also identifies gaps and duplication in programs and funding, which enables recovery staff to make better use of limited recovery resources. These strategies will be captured in MAX TRAX and updated to account for new impact and needs assessment data and emerging or evolving priorities.

MAX TRAX is a FEMA platform that is accessible to interagency partners. It is a critical tool for RSF Field Coordinators. This platform captures recovery challenges and strategies and tracks the progress of recovery initiatives. FEMA has offered webinars and JFO trainings on this system since its rollout in 2017. Additionally, the RSFLG has a community page on max.gov, which is located at: <https://community.max.gov/x/CQ9vKg>.



Implementation of recovery strategies will be documented in MAX TRAX and reported to the Planning section through the Integrated Strategic Plan (ISP) update process to ensure alignment with SLTT outcomes.

### Collaboration Examples

1. EDA and USDA Rural Development (RD) collaborate on public infrastructure projects in steady-state periods. During disaster recovery efforts, the two agencies work together to assess impacts on existing projects, including major public works projects, and determine ways to integrate resiliency measures as part of project recovery.
2. Following Hurricane Sandy, the Economic RSF (DOC and SBA) worked with government and private sector partners in New York and New Jersey to organize procurement summits that taught businesses throughout the region how to sell products and services to government entities and major industries.
3. SBA has provided disaster loans for businesses with property damages and economic injury and has also offered technical assistance and counseling to small business owners and entrepreneurs. SBA promotes small business capital access programs through loans and investments aimed at helping restore and sustain businesses.

The National Coordinator reviews and approves strategies developed by the Field Coordinator prior to their submittal to FEMA leadership. In addition to RSF National and Field Coordinators, stakeholders that contribute to the development of support strategies include:

- The FEMA program leadership or designated staff
- The Operations Section Chief
- The JFO Planning Section
- SLTT counterparts and non-governmental decision-makers as available and agreed upon by Unified Coordination Group (UCG) leadership

### 3. Deliver Recovery Support: Recovery Implementation Support

After the Economic RSF and the SLTT community have selected feasible, cost-effective, and appropriate economic recovery options, the RSF begins to deliver the resources and technical support needed to implement them. The Economic RSF is the central conduit for bringing the technical assistance and subject matter expertise of the federal government to inform SLTT community post-disaster economic recovery planning and activities.

The Economic RSF incorporates communities' economic and development goals, objectives, outcomes, capacity, and resilience into the recovery process on an ongoing basis. They also capture opportunities to test suggested strategies through pilot programs or other initiatives.



The resources the Economic RSF provides scale depending on the capacity of the local community and the severity of the disaster, but typically include:

- Information sharing to amalgamate data from disparate sources and provide a comprehensive, strategic view of relevant data across the mission areas
- Technical assistance, including peer-to-peer planning workshops
- Leveraging available resources (including legislation) by working with federal program staff to maximize the effectiveness of the RSF in supporting SLTT community recovery

Some of these resources are detailed further below.

The Economic RSF partners with the CPCB RSF to assess the type, amount, and duration of assistance a community needs, which ranges from technical (e.g., a building science engineer) to strategic (e.g., a citizen participation specialist) assistance.

EDA and the Economic RSF need to prepare local communities for the eventual departure of federal recovery workers and a handover of the recovery effort, possibly through a series of long-term recovery workshops to connect local governments and community stakeholders with state and federal agency resources and assistance.

### **Case Study: Long-Term Recovery Workshop**

In both Florida and Texas, EDA, in conjunction with its federal and state partners and the relevant COGs, organized several regional economic recovery and resilience workshops. In Texas, some 320 local officials and stakeholders joined multiple state and federal agencies in roundtable discussions aimed at helping local communities solve economic recovery problems in the eight Hurricane Harvey-impacted regions.

The implementation stage of economic recovery activities for a disaster involves communicating with SLTT governmental and regional representatives about available funding and helping to match projects and initiatives with appropriate funding streams. For example, the Building Resilient Infrastructure and Communities (BRIC) program authorizes FEMA to support SLTT communities as they undertake hazard mitigation projects to reduce the risks posed by disasters and natural hazards. Additionally, following some major and catastrophic disasters, including the 2017 hurricanes, Congress appropriates supplemental disaster funding to support relief, recovery, and resilience activities.

The table below captures the steps of the implementation process. The Economic RSF manages some of these steps, while others are directed by partners.

**Table 9: Economic RSF Recovery Implementation Steps and Processes**

Recovery Implementation Support Steps	Objectives
<i>Support the Impacted States and Localities</i>	<p>The Economic RSF supports SLTT governments in developing and implementing their recovery plans. The recovery plans capture and prioritize recovery needs/desired outcomes, identify recovery options that are applicable, affordable, and available, and describe how the various entities involved in the recovery can implement these options. Implementation capabilities include SLTT government organizational, legal, financial, and technical abilities to execute the recovery plans.</p>
<i>Engage with Federal Partners to Support Economic Recovery</i>	<p>Recovery planning and implementation requires the Economic RSF field team to engage with its federal partners to support economic recovery by providing program and technical support from regional or headquarters locations. The economic recovery strategies developed by the Economic RSF and its partners should address the major economic impacts identified in the needs assessment.</p> <p>The Economic RSF engages with their steady-state economic development and workforce development partners to identify, develop, and deliver actionable and achievable strategies that will address recovery needs/desired outcomes and integrate resilience into the economies of SLTT communities.</p> <p>Example: EDA has worked with SLTT governments to develop economic recovery workshops that deliver economic recovery and resilience principles and best practices to local economic developers, emergency managers, and other leaders (e.g., South Carolina and Florida).</p>
<i>Engage with Federal Partners to Support Economic Recovery</i>	<p>Example: EDA and partner agencies collaborated with state partners to create the Louisiana Supply Chain/Transportation Council. The creation of the Louisiana Supply Chain/Transportation Council was formalized by the Louisiana State Legislature.</p>

Recovery Implementation Support Steps	Objectives
<p><i>Support the Implementation of Recovery Initiatives and Work with Local Communities</i></p>	<p>The Economic RSF does not end its role with recovery options development after the Field Coordinator and the field team have demobilized. Through its regional EDA offices and its usual collaboration with its partner agencies in steady-state periods, it supports the implementation of recovery initiatives and works with local communities with the purpose of integrating economic resiliency measures in economic development projects and programs and integrating sustainable economic resilience principles throughout community planning. The Economic RSF partners will oversee the implementation of recovery projects and programs through their regional offices that serve the impacted area.</p>

Data sources that may assist with the preparation of deliverables are provided in Appendix I (Tools, Training Resources, and References).

### Engage with Partners to Support Economic Recovery

Once the SLTT government accepts the recovery strategies, the Economic RSF engages with its federal partners to provide funding and technical support for strategic planning and implementation of priority projects. This depends on federal agencies implementing their existing recovery authorities.



**Field Coordinator TIP!**

If the Field Coordinator would like **assistance from a federal agency** that does not have a presence at the JFO, or that is assigned to another RSF, they can alert the National Coordinator. The National Coordinator can secure assistance from other federal support agencies for economic recovery, including other DOC Bureaus.

### Funding

This section describes federal funding mechanisms as well as interagency coordination and sequencing of funding.

#### *Funding Mechanisms*

Federal interagency recovery work is typically funded through an MA. An MA is a work order that FEMA issues to another federal agency — following coordination with the National

Coordinator regarding scope and budget — directing it to complete a specific request for assistance. Economic RSF agencies may have staff working in a disaster area under existing authorities, as well as under an MA. Throughout the course of the recovery mission, the FDRO and the Economic RSF Field Coordinator communicate closely about progress on the MA scope, modifications or extensions on the MA, and periodic spending plan/budget projections. The Field Coordinator should communicate with the RSF National Coordinator about all matters related to MAs.

If an MA extends beyond two years, then the funding mechanism shifts to an Interagency Agreement (IAA) or Interagency Reimbursable Work Agreement (IRWA).

### *Sequencing of Funding*

The [Disaster Financial Management Guide](#) identifies the capacity and activities necessary for SLTT communities to prepare and implement disaster financial management while maintaining fiscal responsibility throughout response and recovery operations. The principles, concepts, and resources contained in the guide can support SLTT communities in identifying the resources they need to support their community, increase the efficiency of recovery efforts, and reduce the likelihood of audits and financial penalties.

The guide also provides an overview of the most widely applicable disaster recovery funding programs, in chronological order of when they are typically activated, as well as an overview of the program requirements and considerations, including potential eligible recipients.

**Economic RSF Success Story Examples (Hurricane Irma):**

<https://www.fema.gov/press-release/20210318/economic-recovery-support-function>

**Support for Small Businesses:** Members of the Economic RSF are supporting efforts to help businesses develop continuity and resiliency plans by contributing skilled advice and other resources. Economic RSF staff are working with the private sector, non-profit organizations, and local communities to educate business owners on preparing for a disaster by adopting business resiliency practices.

The RSF has teamed with the Florida Small Business Development Center Network — a statewide partnership of higher education, economic development organizations and chambers of commerce dedicated to the economic prosperity of Florida — to help small businesses diversify their market areas and product lines, thereby increasing resiliency.

**Support for Agriculture and Aquaculture:** Through the USDA FSA, Florida Department of Agriculture and Consumer Services (FDACS), and partners, the Economic RSF is working closely with agribusiness owners, aquaculture producers, and farmers to support the restoration of Florida’s agriculture and aquaculture. Technical advice on mitigation practices specific to the needs of those communities is being developed to better prepare for future disaster events.

**Support for Tourism:** Tourism is the largest economic engine for the state, employing a workforce of 1.4 million. Florida’s economy is heavily reliant on tourism and the sales tax revenue it generates; therefore, efforts to ensure continuity of tourism activities are critical. A partnership involving Enterprise Florida and VISIT FLORIDA is working on preparedness and business continuity planning for tourism-related industries.

**Resources for Workers:** The Economic RSF has brought in DOL to support the efforts of local workforce boards (serving the most affected communities) to adapt their funding plans to address the rising demands employers have for workers in occupations impacted by Irma. Federal agencies are partnering with the state of Florida to connect Florida's displaced and dislocated workers with resources to re-establish gainful employment.

## Integrated Operations and Outcome Indicators

The integrated operations approach draws on existing best practices for federal recovery partners to better coordinate resources and provide assistance to achieve SLTT recovery outcomes, as well as continually adjust and evaluate the recovery strategy to address new or changing community needs. Following a disaster, the national recovery outcomes shown in the table below provide guidance for SLTT communities to develop their own recovery outcomes (goals) that will serve as the foundation of their recovery strategy. National outcomes are applicable across all disasters, while SLTT outcomes are tailored to their specific needs and determine which support actions federal recovery staff take. The FCO partners with SLTTs to identify incident-specific recovery outcomes that inform the federal recovery support. These outcomes help everyone involved keep tabs on recovery progress.<sup>8</sup>

RSF staff can access the Integrated Operations Toolkit through the [RSF Leadership Group Max.gov page](#).

**Table 10: National Recovery Outcomes**

Recovery Capacity	Recovery Outcome
Community Planning and Capacity Building	Resilient recovery of SLTT communities
Economic	Sustainable, diversified, and resilient economy
Health and Social Services	Sustainable and resilient health, education, and social service systems
Housing	Adequate, resilient, and affordable housing
Infrastructure Systems	Restored, modernized, hardened and resilient systems
Natural and Cultural Resources	Restored, preserved, risk-resistant and resilient

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<sup>8</sup> FEMA, Recovery Operations Support Manual (Operational Draft), December 2019, p.42.

## What Is Different in Integrated Recovery Operations?

FEMA’s re-structuring of recovery operational coordination and field staff started in 2020, resulting in increased integration and collaboration between FEMA programs, ESFs, RSFs, and related federal programs to better support SLTT governments. The integrated operations approach provides the framework for improving coordination among recovery operators, reducing duplication of efforts, and maximizing resources to achieve community recovery outcomes. For more details on the operational changes, please refer to the organization charts in Appendix C.

**Table 11: The Benefits of Integrated Operations**

<b>The Benefits of Integrated Operations</b>	
<b>Ongoing Federal Operational Challenges:</b>	<b>Integrated Operations as a Solution:</b>
<ol style="list-style-type: none"> <li>1. Fragmented federal operations program implementation happening in isolation leads to:                             <ul style="list-style-type: none"> <li>• Focus on program-specific performance outputs</li> <li>• Lack of whole community solution sets focused on unified outcomes</li> <li>• Inconsistency across disaster operations</li> </ul> </li> <li>2. Variable SLTT recovery capacity leads to disproportionate and inconsistent levels of recovery support.</li> </ol>	<ol style="list-style-type: none"> <li>1. Collaborative approach across federal interagency partner programs and resources builds a <b>consistent approach</b> to implementing disaster federal resources</li> <li>2. Organizes federal recovery support based on SLTT <b>recovery outcomes</b> derived from clearly identified issues and SLTT alignment</li> </ol>

<b>Summary of Integrated Operations Approach</b>
<ol style="list-style-type: none"> <li>1. Assist the SLTT government and provide support in the development of their resilient <b>recovery outcomes</b>.</li> <li>2. Support the SLTT government in identifying their <b>recovery needs</b>.</li> <li>3. Facilitate whole community <b>recovery solutions</b> to achieve SLTT outcomes.</li> </ol>

The foundation of this approach consists of supporting locally-driven, whole community recovery solutions informed by a unified vision and supported by SLTT governments and federal resources. Federal interagency partners pursue opportunities to consistently collaborate with SLTT governments about how to assess needs and deliver recovery support to achieve SLTT government outcomes.

Once SLTT governments identify recovery outcomes, the FCO ensures that there is documentation of incident-specific objectives and utilizes these objectives to guide the actions of federal interagency recovery support, programs, and RSFs. FEMA programs integrate these incident-specific recovery objectives and SLTT government outcomes into PA, IA, and HM program management plans.



**Field Coordinator TIP!**

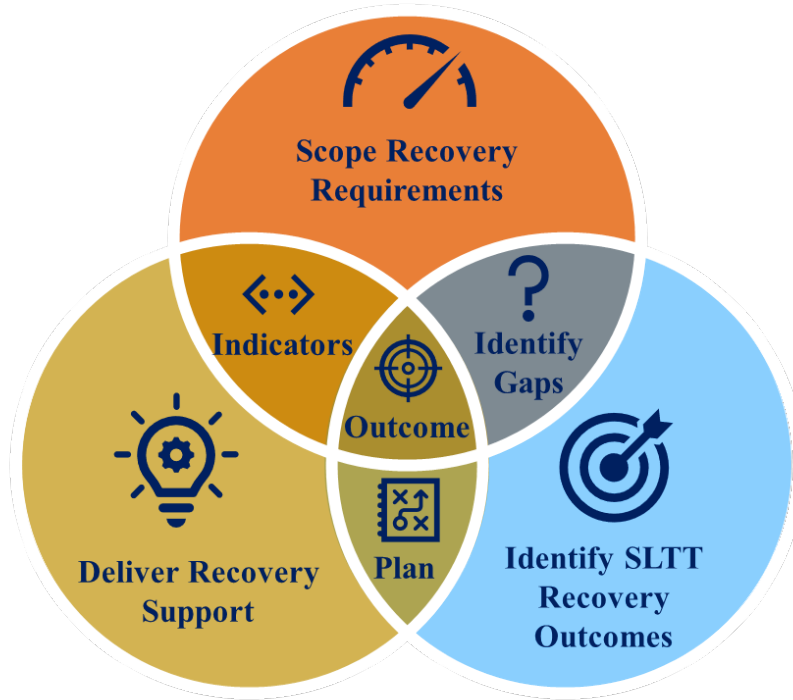
Under the integrated operations approach, the RSF Field Coordinator continues to facilitate and implement the mission of the RSF. RSFs can expect increased FEMA program integration and collaboration, which will streamline and expedite some coordination activities necessary to fulfill their mission. While operationally coordinated by the FDRO (with RSF approval), the RSF Field Coordinators broker RSF field activities within their statutory or delegated authority, which may require direct coordination with the FCO.








**Operational Process**

Federal recovery staff use outcome indicators to track progress towards achieving SLTT recovery outcomes and keep leadership informed. This enables staff to adjust strategies and assistance to help SLTT communities adapt to changing needs, address challenges, and reach their desired recovery outcomes. The integrated operations approach is not a redesign of disaster recovery programs. Rather, it is a best practice that fits within the standard steps of recovery operations, as shown in the figure below.



**Figure 9: Integrated Operations Notional Process**



	Scope Recovery Requirements.
	Identify capability/capacity gaps.
	Work with SLTT to identify recovery outcomes.
	Develop strategies to support SLTT recovery outcomes.
	Deliver recovery support and collaboratively problem-solve as new issues/challenges emerge.
	Select recovery indicators to track; these will inform leadership about progress towards SLTT recovery outcomes so efforts/support can be adjusted if needed.
	Throughout the field operation, it's important to use the national outcomes as a touchstone. The outcomes are the intended result of federal recovery support efforts.

## Outcome Indicators: Purpose and Foundations

Recovery outcomes set by SLTT governments after a disaster serve as a roadmap to assist communities in developing recovery strategies that address their needs and priorities. The RSFs and Field Coordinators utilize the SLTT recovery outcomes and strategies to help develop federal recovery strategies and coordinate support to the affected communities. Outcome indicators are used to track progress toward achieving recovery outcomes, enabling recovery managers at all levels to work toward a unified vision.

Recovery Operators, or any federal department or agency, SME, RSF Coordinator, programmatic staff, or advisor working in a recovery operation can use the *Outcome Indicators* document as a tool to assist SLTT governments in defining their recovery outcomes and to assess the effectiveness of a particular recovery strategy in achieving SLTT governments' selected outcomes and goals. Tracking actions and progress toward SLTT governments' goals keeps stakeholders informed and enables FCOs to assess the effectiveness of combined recovery and make program adjustments to keep recovery progress on course.

### Use of Outcome Indicators in the Recovery Lifecycle

Recovery operators can use outcome indicators throughout the recovery lifecycle using the four key steps described below.

**Step One:** SLTT governments establish recovery outcomes (goals) based on disaster impacts, the recovery needs assessment, community conditions assessment, and post-disaster aspirations. Recovery operators can present this menu of outcome indicators to SLTT governments at this stage to assist them in defining their goals and to identify indicators that should be monitored during the evaluations process described in Step Four.

**Step Two:** Once SLTT governments define their ideal outcomes and priorities for recovery operations, recovery partners develop recovery strategies to support the SLTT goals and outcomes established in Step One. Recovery operators and partners should consider which outcomes, indicators, and data sources in this document will be most relevant to consider throughout the recovery lifecycle at this stage for future monitoring and evaluation.

**Step Three:** Recovery operators and recovery partners then implement the strategy established in Step Two. Recovery partners provide resources and services to support SLTT governments' desired outcomes.

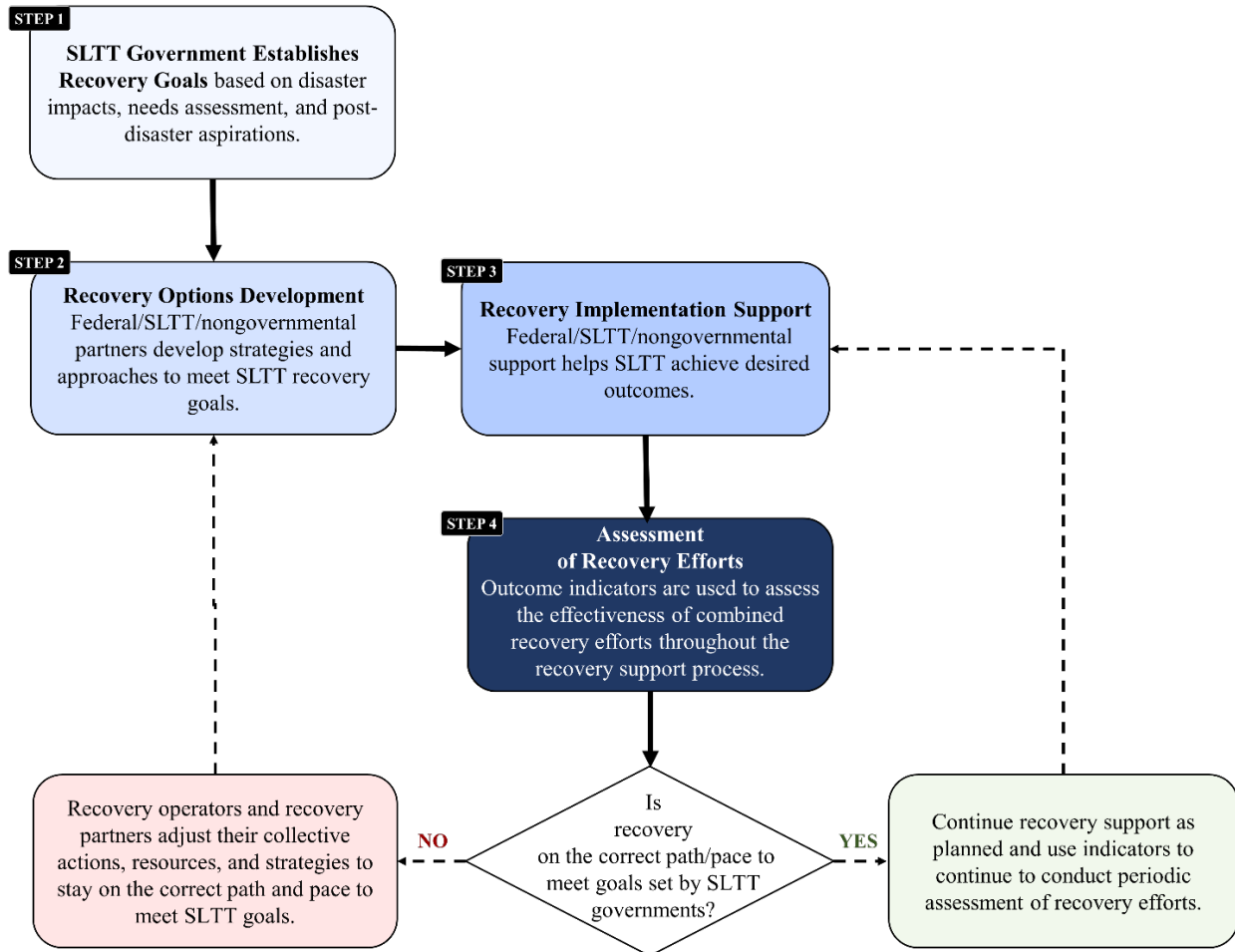
**Step Four:** Recovery operators assess the effectiveness of the recovery strategy in achieving SLTT governments' selected outcomes. They monitor and evaluate the effectiveness of the recovery support implemented in Step Three continuously and analyze this repeatedly throughout the recovery lifecycle. If outcome indicators in the monitoring and evaluation processes demonstrate satisfactory progress toward SLTT-defined goals, recovery support continues, and recovery operators use indicators to conduct periodic assessments of recovery progress. Alternatively, if the use of outcome indicators demonstrates inadequate progress

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<sup>9</sup> Xia, B. S., & Gong, P. (2015). Review of business intelligence through data analysis. *Benchmarking*, 21(2), 300-311. doi:10.1108/BIJ-08-2012-0050

toward achieving goals, recovery operators and partners can adjust their recovery strategy and implementation accordingly.

**Figure 10: Use of Outcome Indicators During the Recovery Life Cycle**



### *Menu of Outcome Indicators*

Each RSF has developed a suite of indicators to facilitate tracking and evaluation of progress toward SLTT governments’ recovery goals and desired outcomes.



#### **Field Coordinator TIP!**

SLTT governments establish recovery outcomes, and in turn, recovery operators implement recovery efforts based on these goals. Recovery operators use outcome indicators to assess the effectiveness of combined recovery efforts.

Additional details associated with the indicators are located in the *Outcome Indicators* document. This document provides further details about how recovery operators can use outcome indicators to evaluate recovery and provides: 1) the menu of indicators, 2) associated data points, and 3) data sources.



**Field Coordinator TIP!**

Key Terms associated with outcome indicators:

**Outcome Indicators:** A tool developed with SMEs from each of the six RSFs to assist in tracking progress toward SLTT governments’ recovery goals and desired outcomes. The tool consists of a menu of outcome indicators as well as associated data points and data sources.

**Menu of Outcome Indicators:** Outcome indicators are grouped by RSF (CPCB, Economic, HSS, Housing, IS, and NCR). Recognizing that each community will have unique needs and circumstances, the outcome indicators are designed to serve as a “menu” of options that can be tailored to fit SLTT governments’ recovery goals and desired outcomes.

**Data Points:** A unit of information that is evaluated or measured over time to guide recovery support and track progress towards SLTT governments’ goals and desired outcomes.

**Data Sources:** Location of data points that are used to guide recovery support and track progress towards SLTT governments’ goals and desired outcomes. Recovery operators can leverage their existing data-gathering mechanisms and partnerships to obtain data. The outcome indicators tool presents alternate sources for when data is not available through the JRO/JFO or from federal interagency partners.

**Recovery Operators:** Any federal department or agency working in a recovery operation. Examples include RSFs and Field Coordinators.

**Recovery Partners:** SLTTs and non-governmental organizations, non-profits, private sector, professional associations, and intergovernmental planning organizations that work with federal recovery staff in developing and implementing recovery strategies.

## Appendix A: Acronyms

AAR	After Action Report
ABC	Agriculture, Business, and Community
AFO	Area Field Office
AIP	Approved Insurance Provider
AO	Action Officer
APO	Accountable Property Office
BRIC	Building Resilient Infrastructure and Communities
CBDO	Community Based Development Organization
CCA	Community Conditions Assessment
CDBG	Community Development Block Grant
CDBG-DR	Community Development Block Grant – Disaster Recovery
CDFI	Community Development Financial Institution
CEDS	Comprehensive Economic Development Strategy
CI	Commercial/Industrial
CNCS	Corporation for National and Community Service
COG	Council of Government
CPCB	Community Planning and Capacity Building
CPRC	Conflict Prevention and Resolution Center
CRMT	Community Recovery Management Toolkit
CWSRF	Clean Water State Revolving Fund
D/A	Department/Agency
DHS	U.S. Department of Homeland Security
DOC	U.S. Department of Commerce
DOD	U.S. Department of Defense
DOE	U.S. Department of Energy
DOI	U.S. Department of the Interior
DOL	U.S. Department of Labor
DOS	U.S. Department of State
DOT	U.S. Department of Transportation
DRA	Delta Regional Authority
DRRA	Disaster Recovery Reform Act

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DTS	Deployment Tracking System
DUA	Disaster Unemployment Assistance
DWSRF	Drinking Water State Revolving Fund
EA	External Affairs
EDA	Economic Development Administration
EDD	Economic Development District
EDR	Economic Development Representative
EHAD	Environmental and Historic Preservation Advisor
EHP	Environmental and Historic Preservation
EMI	Emergency Management Institute
EPA	U.S. Environmental Protection Agency
ESF	Emergency Support Function
ESFLG	Emergency Support Function Leadership Group
FAA	Federal Aviation Administration
FCO	Federal Coordinating Officer
FDACS	Florida Department of Agriculture and Consumer Services
FDIC	Federal Deposit Insurance Corporation
FDRO	Federal Disaster Recovery Officer
FEMA	Federal Emergency Management Agency
FIOP	Federal Interagency Operational Plan
FIRRA	Federal Interagency Recovery Readiness Assessment
FOM	Field Operations Manual
FSA	Farm Service Agency
FTE	Full-Time Equivalent
GAO	Government Accountability Office
GDAC	Geospatial and Data Analytics Cell
GIS	Geographic Information Systems
GSA	U.S. General Services Administration
HHS	U.S. Department of Health and Human Services
HIA	Health Impact Assessment
HM	Hazard Mitigation
HMGP	Hazard Mitigation Grant Program

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HR	Human Resources
HSS	Health and Social Services
HUD	U.S. Department of Housing and Urban Development
IA	Individual Assistance
IAA	Interagency Agreement
ICS	Incident Command System
IEDC	International Economic Development Council
IRC	Interagency Recovery Coordination
IRP	Intermediary Relending Program
IRS	Internal Revenue Service
IRWA	Interagency Reimbursable Work Agreement
IS	Infrastructure Systems
ISP	Integrated Strategic Plan
IT	Information Technology
JFO	Joint Field Office
JRO	Joint Recovery Office
LFLP	Local Food, Local Places
LMI	Low-Moderate Income
MA	Mission Assignment
MitFLG	Mitigation Framework Leadership Group
NADO	National Association of Development Organizations
NCDP	National Center for Disaster Preparedness
NCR	Natural and Cultural Resources
NDRF	National Disaster Recovery Framework
NDRS	National Disaster Recovery Support
NDWG	National Dislocated Worker Grants
NGO	Non-Governmental Organization
NOAA	National Oceanic and Atmospheric Administration
NPS	National Preparedness System
NREL	National Renewable Energy Laboratory
NTED	National Training and Education Division
NVOAD	National Voluntary Organizations Active in Disaster

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OFA	Other Federal Agency
OSC	Operations Section Chief
PA	Public Assistance
PDA	Preliminary Damage Assessment
PKEMRA	Post-Katrina Emergency Management Reform Act
PMO	Program Management Office
P/O	Program/Office
POC	Point of Contact
POP	Period of Performance
RBDG	Rural Business Development Grant
RBIP	Rural Business Investment Program
RBS	Rural Business and Cooperative Services
RCG	Recovery Coordination Group
RD	Rural Development
REDLG	Rural Economic Development Loan and Grant
RMA	Risk Management Agency
RMAP	Rural Microentrepreneur Assistance Program
RME	Risk Management Education
RPA	Regional Planning Agency
RSF	Recovery Support Function
RSFLG	Recovery Support Function Leadership Group
SBA	U.S. Small Business Administration
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SLTT	State, Local, Tribal, Territorial
SME	Subject Matter Expert
SOP	Standard Operating Procedure
SOW	Scope of Work
SRIA	Sandy Recovery Improvement Act
TCO	Tribal/Territorial Coordinating Officer
UC	Unemployment Compensation
UCG	Unified Coordination Group



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UFR	Unified Federal Review
UI	Unemployment Insurance
USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
VAPG	Value Added Producer Grant
WIOA	Workforce Investment Opportunity Act

## **Appendix B: Economic RSF Support, Constraints, and Proposed Solutions**

The 2019 Federal Interagency Recovery Readiness Assessment (FIRRA) evaluated the federal government's and each RSF's capability and capacity to provide disaster recovery support to SLTT communities. Twenty-two (22) federal departments or agencies (D/A) managing 70 programs or offices (P/O) participated in the FIRRA, including the Economic RSF. Accordingly, the results of this assessment are instructive to Economic Field Coordinators.

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The FIRRA uses specific definitions for the terms *capability* and *capacity*. Capability refers to the services or resources that each D/A or P/O can provide or perform to support disaster recovery. Within the context of the FIRRA — and within this section of the FOM — the term capacity describes how quickly a D/A or P/O can mobilize recovery support and for how long it can maintain this support<sup>10</sup>.

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The FIRRA provides an important inventory of the types of recovery support its member agencies can provide or perform for SLTT communities. Relatedly, it catalogues the constraints member agencies face regarding the number of recovery missions they can support, the duration of support they can provide, and how rapidly they can deploy their staff. At the beginning of and throughout a recovery mission, the Field Coordinator can use this information to plan how to join, sequence, and deliver resources and to anticipate and address gaps using resources from within and outside of the Economic RSF. This gives the Field Coordinator and the rest of field leadership (i.e., other RSFs, the FCO, and SLTT representatives) a comprehensive understanding of available resources, needs, and constraints to better support SLTT recovery and long-term resilience.

Various initiatives, some of which the 2019 FIRRA and previous FIRRAs supported, have improved the nation's preparedness, resilience, and ability to pursue goals set forth by Congressional and Presidential leadership, such as those outlined in the Post-Katrina Emergency Management Reform Act (PKEMRA) and the Sandy Recovery Improvement Act (SRIA).

This section presents information from the 2019 FIRRA regarding disaster recovery resources, capability, capacity, the primary constraint facing recovery missions, and solutions to alleviate the primary constraint.

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<sup>10</sup> Note that this differs from the way in which the term capacity is used throughout the remainder of this FOM, where it refers to strengthening SLTT government agencies by connecting them to personnel, expertise, information, and resources they need to organize and manage recovery planning and implementation.

## Economic RSF Disaster Recovery Resources

D/A resources<sup>11</sup> describe in detail the types of disaster recovery support that they and their P/O provide. The [2019 FIRRA](#) introduced five resource groups to further clarify these support types. The groups include technical, financial, informational, educational, and materiel<sup>12</sup> support.

The [Disaster Resource Library](#) houses resources assessed in the FIRRA, as well as state appropriation and RSFLG resources. It serves as a central repository of valuable information that both federal and SLTT recovery staff can use to prepare for, respond to, and recover from a disaster.

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Categorizing and analyzing resources by groups allows the RSFs to better understand the types of recovery support each of its member agencies can provide or perform, which in turn allows the RSFs to better coordinate and combine resources.

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### Field Coordinator TIP!

The Disaster Resource Library includes a simple dashboard for recovery staff to sort resources and locate the information that is most relevant to their situation. Users can filter resources by various categories, including but not limited to, RSF, D/A, resource group, eligibility, topic, and cost-share requirements. The Disaster Resource Library also provides information about the geographic eligibility of resources and POCs associated with resources.

The [2019 FIRRA](#) presents additional information regarding Economic RSF resources, including but not limited to:

- The total number of Economic RSF resources in 2019, as compared to the resources identified in the 2017 FIRRA
- A breakdown of types of recovery support resource groups within the Economic RSF, as compared to the federal government overall

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The majority of Economic RSF recovery support resources fall under the technical support resource group, as is the case across the federal government overall.

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<sup>11</sup> While the 2019 FIRRA used the term support statements to refer to resources, future FIRRA and associated documents will exclusively use the term resources.

<sup>12</sup> Note that the term materiel in this section differs from the term material used throughout the remainder of this FOM. Materiel is a U.S. Department of Defense (DOD) term that DOD employs as part of its approach to assess and address capability gaps. In the FIRRA, this term was adopted and refers to programs that provide for the loan of, use of, or access to equipment, apparatus, and supplies.

## Capability and Capacity in the 2019 FIRRA

In the [2019 FIRRA](#), D/A conducted a self-assessment that predicted capability and capacity using a detailed scenario modeling approach. The scenario assumed plausible concurrent recovery operations. In other words, the model accounted for multiple ongoing recovery efforts as a new catastrophic incident occurred.

The Economic RSF reported that 92% of its resources can be performed with no to just some challenges. 49% of Economic RSF resources can be mobilized within five days, and an additional 14% within 15 days. 77% of Economic RSF resources could be provided for a duration of 180 days or longer. The average rapidity of mobilization decreased from 2017 to 2019 but the average duration improved during that same period.



### Field Coordinator TIP!

The Field Coordinator should review further details on the Economic RSF-specific capability and capacity in the [2019 FIRRA](#), including:

- The percentage of resources that the Economic RSF can provide with zero to few challenges, provide with major challenges, or is unable to perform
- The number of resources that the Economic RSF can mobilize within a certain number of days, and the average rapidity of mobilization (including a comparison from 2017 to 2019 as well as a comparison across the federal government)
- The number of resources that the Economic RSF can provide for a duration over a certain number of days, and the average duration (including a comparison from 2017 to 2019 as well as a comparison across the federal government)

## Constraints, Causes, and Impacts in the 2019 FIRRA

The FIRRA defines constraints as gaps in capability and capacity. Constraints have associated causes and impacts on disaster recovery operations.

### *Top Constraint and its Cause and Impact on Disaster Recovery*

The [2019 FIRRA](#) indicated that the federal government provides more support beginning earlier in the disaster recovery process and for a longer duration than in past years. However, consistent with earlier FIRRAs, the 2019 FIRRA reported that personnel shortages remain the top constraint. This constraint references and includes the fact that available personnel may have primary job responsibilities other than disaster recovery, which further exacerbates the impacts of this constraint. The major impact of this constraint across federal D/A is a delay in delivering recovery support.



**Field Coordinator TIP!**

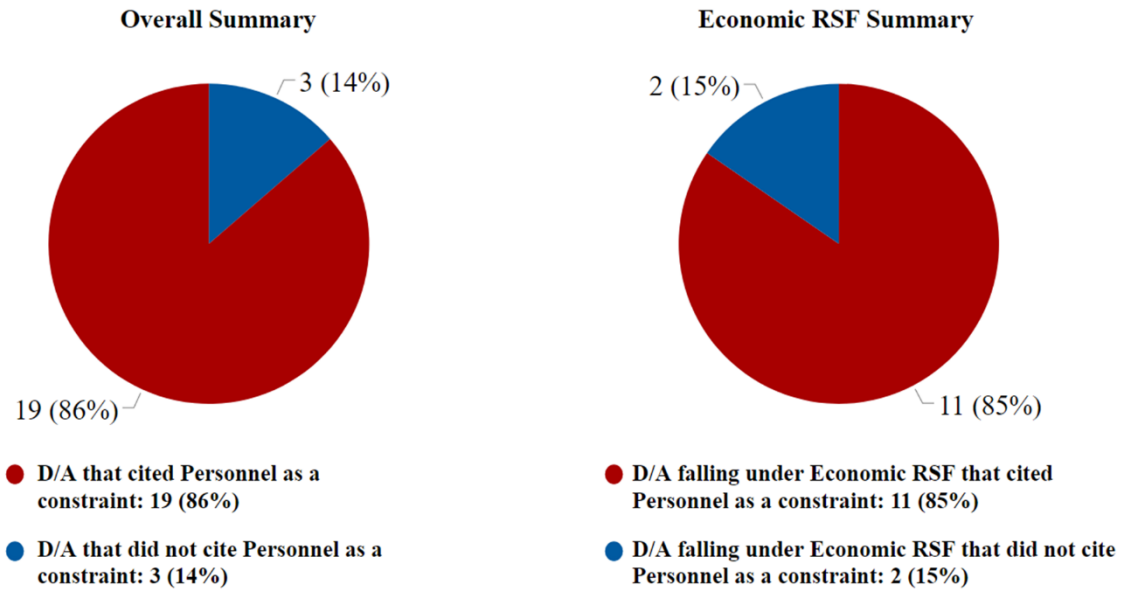
The Field Coordinator should review Economic RSF-specific constraints, causes, and impacts in the [2019 FIRRA](#), including:

- The top constraints for the Economic RSF
- The primary causes impacting the Economic RSF’s recovery readiness
- The most frequent and significant impacts for the Economic RSF

Comparisons of the Economic RSF constraints, causes, and impacts are also compared with constraints, causes, and impacts for the federal government overall.

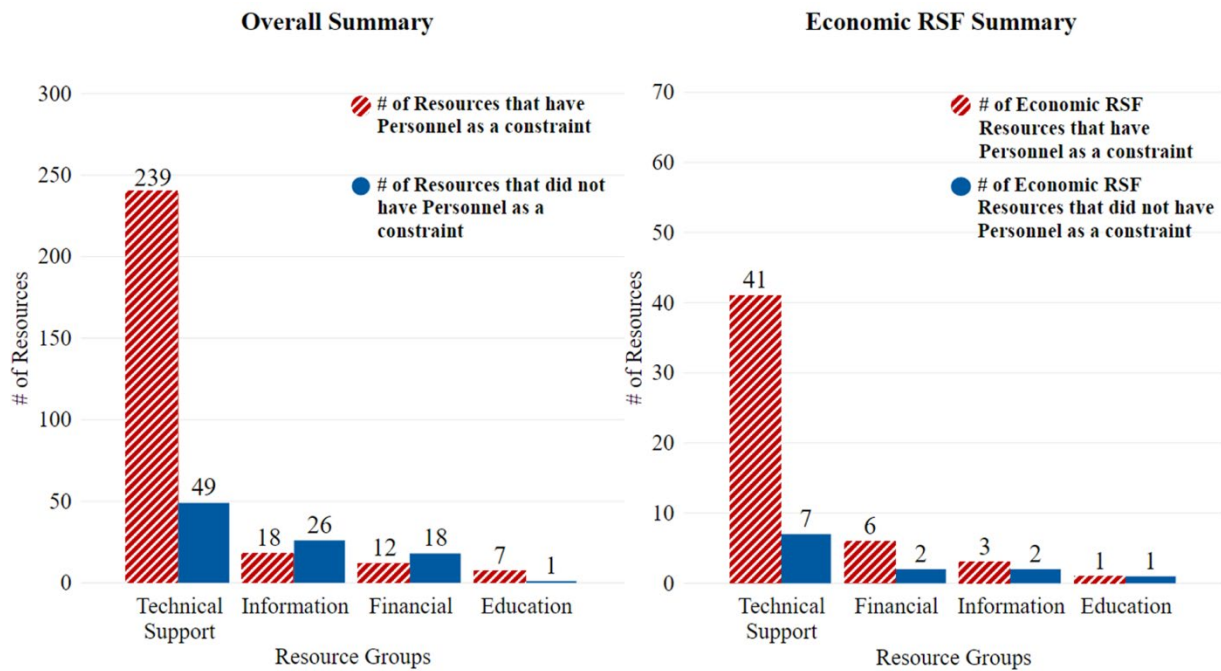
The figure below shows the [2019 FIRRA’s](#) findings regarding personnel constraints for the federal government overall and for the Economic RSF specifically, organized by D/A. Out of 22 respondents, 19 (86%) of D/A respondents cited personnel shortages as a constraint; for the Economic RSF, 11 of 13 (85%) D/A respondents cited personnel shortages as a constraint.

**Figure 11: Personnel as a Top Constraint by D/A**



This figure shows findings regarding personnel constraints for the federal government overall and for the Economic RSF specifically, both by resources and resource groups. Overall, 276 of 370 (75%) of the resources from the 19 D/A included personnel shortages as an associated constraint. Within the Economic RSF, 51 of 63 (81%) of the resources from 11 D/A cited personnel as a constraint.

**Figure 12: Personnel as a Top Constraint by Resources and Resource Groups**



### Addressing the Personnel Constraint

Federal leaders are aware that Field Coordinators may face challenging personnel constraints within their RSFs. Federal leaders face financial, logistical, and other practical concerns as they strive to address these challenges by identifying and funding personnel with the time and expertise to dedicate to disaster recovery.



#### Field Coordinator TIP!

In summary, Field Coordinators need to have a strong understanding of the resources the RSF can provide across the five resource groups and should be informed about Economic RSF capability, capacity, and constraints identified in the [2019 FIRRA](#). This information will help Field Coordinators prepare for and guide recovery missions, including taking steps to address the constraints identified in the FIRRA.

## Appendix C: Declaring a National Emergency Declaration or a Major Disaster Declaration and Deploying a Field Team

### How is a Disaster Declared?

When local governments do not have the resources to recover from a disaster on their own, they turn to state governments for help. Depending on the state's resources, the Governor might declare a state of emergency and request a federal emergency declaration through the FEMA regional office. Next, the President declares a disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), which is the statutory authority for most federal disaster response activities. FEMA then gets to work rolling out its government-wide response.



#### **Field Coordinator TIP!**

Field Coordinators can rely on this manual whenever a disaster requires a coordinated federal response, even if the President chooses not to make a declaration.

A Governor can also request support from federal agencies with existing emergency programs. They also have the ability to develop programs that will operate under their own authorities – not the Stafford Act.

### **Is the Same Disaster Recovery Approach Used in Every Disaster?**

Each disaster recovery effort requires a unique approach because disasters and disaster impacts vary by scale. For example, the 2013 tornadoes in Oklahoma constituted a small-scale disaster, while Hurricane Katrina, which struck New Orleans and the surrounding Gulf Coast in 2005, was a catastrophic disaster.

FEMA's response to Hurricane Maria, which struck Puerto Rico in September 2017, is a prime example of the how the agency modified its recovery efforts to match the circumstances. Maria's impact was so widespread and severe that, for the first time, FEMA expanded the IS RSF into distinct components including water, energy, transportation, communications, information technology (IT), and public buildings. The U.S. Army Corps of Engineers (USACE) assigned additional Field Coordinators and/or SMEs for each of these infrastructure topics.

This approach better equipped the IS RSF to drill down on specific problems. For example, the communications and IT sectors brought the Commonwealth together with federal partners and the private sector to repair the emergency communications response system.



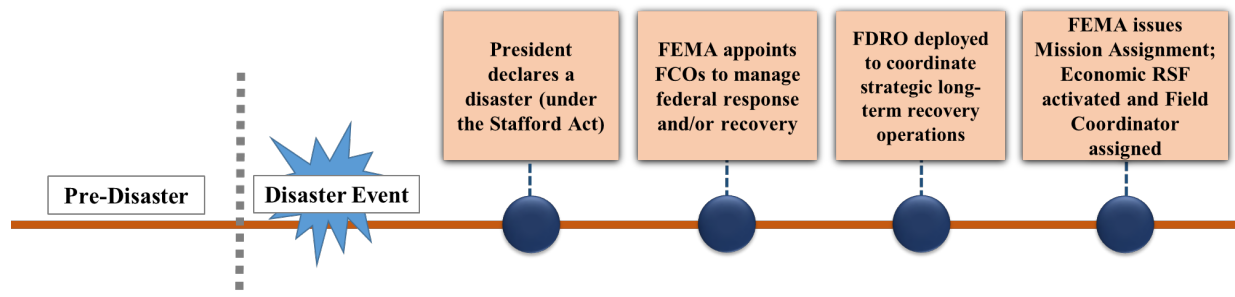
### Field Coordinator TIP!

Field Coordinators can turn to FEMA’s webpage about the disaster declaration process for additional information: <https://www.fema.gov/disaster-declaration-process>

## What Happens Once a Disaster is Declared?

The figure below shows how IRC gets on the ground after the President declares a disaster.

**Figure 13: Implementation of IRC**



Once the President declares a disaster under the Stafford Act, the Regional Administrator or appointed FCO needs additional information to gauge the need for RSF activation. For Level 1 or Level 2 events, an FDRO will coordinate the initial assessment process. The purpose of the initial assessment is to determine whether the disaster impacts exceed SLTT government recovery capability based on what is seen on the ground in the response phase.

The FDRO manages IRC operations and drives strategic long-term recovery collaboration with RSF agencies, FEMA Stafford Act programs, voluntary agencies, and governmental and non-governmental partners. As part of coordinating the initial assessment, the FDRO will facilitate outreach to federal interagency partners through the RSFLG, regional CPCB staff, and FEMA Integration Team staff, among others, to gain a collective understanding of SLTT recovery support needs.

CPCB staff will complete an initial Community Conditions Assessment (CCA) within 15 days of the disaster declaration to inform regional and JFO leadership of the general impacts and capacity of the impacted area. This initial CCA will take place with or without a formal CPCB activation whenever there is an IA declaration.

The FDRO may recommend activation of every RSF following a catastrophic disaster, or select only RSFs that correspond to highly impacted segments of the community (i.e., health and social services or housing). The outcomes of this initial assessment are presented to the FCO for action, and in this way, the decision on RSF activation is documented. Based on the recommendations, the FCO will approve issuance of MAs (or other funding mechanisms, as appropriate) to mobilize RSF staff.



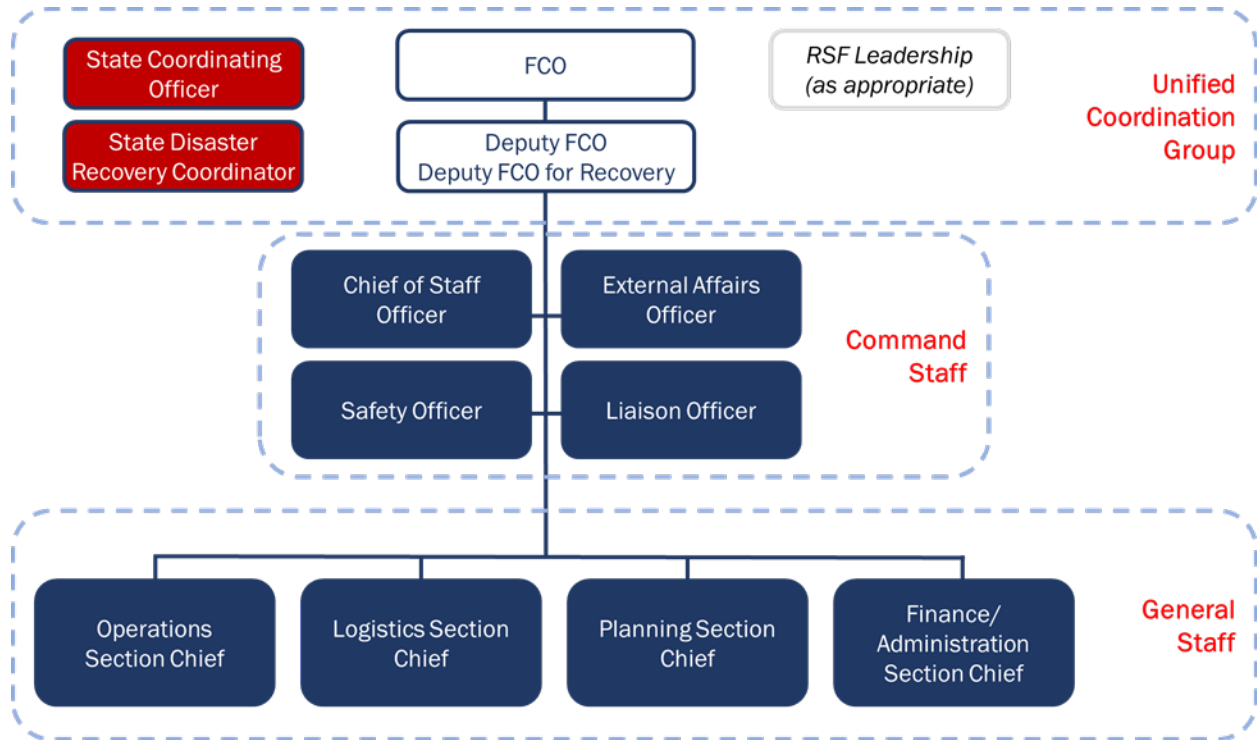
The FDRO collaborates with field leadership to develop an IRC organizational structure that matches the needs of the impacted state, tribal government, or territory. FEMA NDRS cadre staff are deployed based on the need for support and expertise on the field operation.

The Economic RSF operates under an MA, which FEMA issues to DOC – EDA. The National Coordinator prepares budget requests and coordinates with the FDRO. The Economic RSF National Coordinator and EDA coordinate the MA.

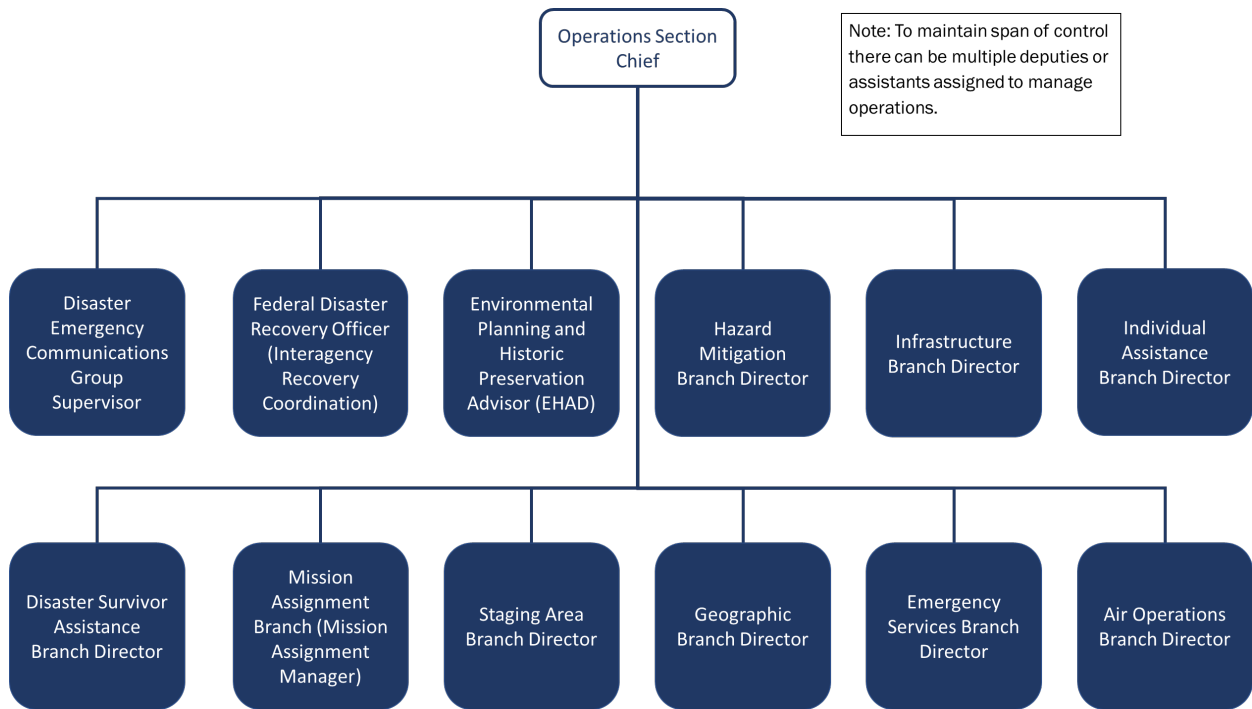
During long or especially complex MAs, EDA may draw on staff from its regional offices, EDA headquarters, or other DOC Bureaus to serve as Field Coordinators. If a recovery mission calls for an SME with particular skills, EDA can request additional support from primary agencies who have those types of experts on hand. The Field Coordinator can work with the National Coordinator to initiate extensions and add additional funding under the FEMA MA, if the need arises. If an MA extends beyond two years, then the funding mechanism shifts to an IAA or IRWA.

The FCO establishes an organization to best partner with the SLTT to achieve their recovery outcomes. Having federal interagency partners with a “seat at the table” has proven to inform FEMA’s implementation of Stafford Act recovery programs. To have a fully successful operation, FEMA and federal interagency staff must consistently solve problems from an interdisciplinary, whole community perspective that maximizes recovery resources from all stakeholders. The components of the organizational structure will shift as lifelines begin to stabilize. The figures below show leadership command and general staff, the organizational structure with IRC under Operations, and IRC and coordinating relationships of RSFs.

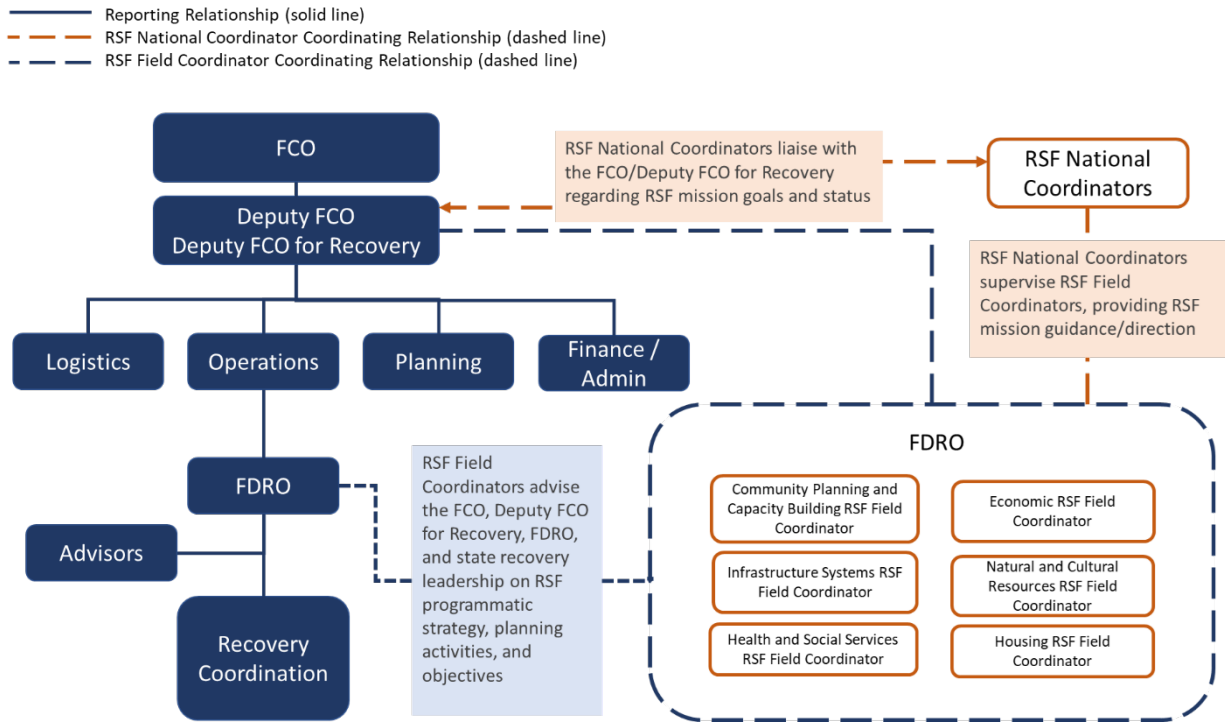
**Figure 14: Leadership, Command and General Staff**



**Figure 15: Organizational Structure with IRC within Operations**



**Figure 16: IRC and Coordinating Relationships of RSFs**



## **Appendix D: Economic RSF Primary and Supporting Agency Information**

A questionnaire associated with how primary and supporting agencies support the Economic RSF was provided to the following agencies:

- U.S. Department of Labor - Employment and Training Administration (DOL – ETA)
- U.S. Environmental Protection Agency (EPA)
- U.S. Department of Housing and Urban Development (HUD)
- U.S. Small Business Administration (SBA)
- U.S. Department of the Treasury
- U.S. Department of Agriculture (USDA)

The questions and agency responses are summarized in this Appendix.

### **U.S. Department of Labor-Employment and Training Administration (DOL/ETA)**

ETA provides resources to SLTT governments to support workforce training, employment, labor market information, and income maintenance services. ETA administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. ETA is a primary partner agency (which may be headquarters- or regionally-based), and its services are primarily provided through state and local workforce development systems.

The following table shows how DOL/ETA supports the Economic RSF.

**Table 12: How DOL/ETA Supports the Economic RSF**

Primary Information	Supplemental Information
<b>How does DOL-ETA support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b>	
<ul style="list-style-type: none"> <li>• DOL/ETA has developed a mature organizational structure and processes to support workforce recovery efforts throughout the nation.</li> <li>• DOL/ETA is funded to support workforce development efforts nationwide and has identified applicable waivers and alternatives to expand support, if needed.</li> <li>• DOL has significant experience, working in collaboration with our state and local workforce system partners, in making substantial contributions to workforce development in response to national emergencies and natural disasters.</li> </ul>	<p><i>At the heart of the system are over 2,400 American Job Centers, which represent a well-established community-based resource able to respond to emergencies now and into the future.</i></p>
<b>What are the major DOL/ETA program areas that support economic, business, or workforce development?</b>	
<ul style="list-style-type: none"> <li>• DOL/ETA awards WIOA grants to U.S. states and territories, including funds for Rapid Response that are quite flexible and may be used for layoff aversion as well as to collaborate with FEMA and other job providers on recruiting, hiring, training, and on-the-job-training.</li> </ul>	<p>--</p>
<b>What specific units of DOL-ETA directly support business or economic recovery?</b>	
<ul style="list-style-type: none"> <li>• ETA is the agency in DOL with primary responsibility for economic recovery/workforce development.</li> <li>• The Office of Workforce Investment, Office of Unemployment Insurance, and the Office of Grants Management are the specific units that directly support workforce recovery.</li> </ul>	<p>--</p>

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Primary Information	Supplemental Information
<b>What programs are most often/typically engaged to support economic, business, or workforce recovery?</b>	
<p><b>National Dislocated Worker Grants (NDWG)</b></p> <ul style="list-style-type: none"> <li>• NDWG are discretionary awards by the Secretary of Labor that provide funding assistance to assist with clean-up and other activities under: <ul style="list-style-type: none"> <li>○ Emergencies and major disasters which are declared eligible for FEMA PA;</li> <li>○ Emergency or disaster situations of national significance that could result in a potentially large loss of employment, as declared or otherwise recognized by a federal agency; or</li> <li>○ Circumstances where a substantial number of individuals, defined as 50 or more, relocate to another area from a disaster area.</li> </ul> </li> </ul>	<p><i>NDWG funds can support Disaster Relief Employment in temporary positions to clean up damaged and destroyed structures, facilities, and lands located within the disaster area and in offshore areas related to the emergency or disaster, and to distribute food, clothing, and other humanitarian assistance for disaster victims.</i></p> <p><i>NDWG funds can also support employment and training services for those who are unlikely to return to their prior employment.</i></p>
<p><b>Unemployment Insurance Programs</b></p> <ul style="list-style-type: none"> <li>• ETA has oversight responsibility for Unemployment Compensation (UC) Programs that provide temporary income support to unemployed individuals, including federal employees and ex-service members.</li> <li>• During a disaster, ETA supports state efforts to administer the program in accordance with state and federal Unemployment Insurance (UI) laws.</li> <li>• When needed, ETA will also help coordinate assistance from other states in supporting continued availability of UI benefits when a state’s physical capacity to operate the program is impacted by a major disaster.</li> </ul>	<p><i>UI is a permanent program that provides temporary income support to eligible individuals who are unemployed through no fault of their own, who are able and available for work, and meet the eligibility requirements of the applicable state UI law.</i></p>
<p><b>Disaster Unemployment Assistance (DUA) Grants</b></p> <ul style="list-style-type: none"> <li>• ETA has oversight for the DUA permanent program.</li> <li>• Upon a Presidential declaration of a major disaster that includes FEMA IA, ETA works with states to seek funding from FEMA to support payment of DUA benefits to those individuals who do not qualify for regular unemployment benefits and are unemployed as a direct result of the disaster.</li> <li>• ETA provides assistance, as needed, to states to make announcements about the availability of DUA and how and where disaster victims may apply for assistance.</li> </ul>	<p><i>The DUA permanent program provides assistance to eligible individuals suffering the loss or interruption of their employment or self-employment that has been their principal source of income and livelihood.</i></p>

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Primary Information	Supplemental Information
<p><b>Rapid Response</b></p> <ul style="list-style-type: none"><li>• Rapid Response is a proactive, business-focused, and flexible strategy designed to respond to layoffs and plant closings by quickly coordinating services and providing immediate aid to companies and their affected workers.</li><li>• Rapid Response is carried out by states and local workforce development agencies in partnership with local American Job Centers.</li><li>• Many services are available through American Job Centers, including resume and interview workshops, career counseling, job searching, re-skilling, skills upgrading, and job training.</li></ul>	<p><i>Rapid Response teams traditionally work with employers and any employee representatives to quickly maximize public and private resources to minimize disruptions associated with job loss by providing customized services on-site at an affected company, assisting companies and workers through the painful transitions associated with job loss.</i></p>

**U.S. Environmental Protection Agency (EPA)**

The following table shows how EPA supports the Economic RSF.

**Table 13: How EPA Supports the Economic RSF**

Primary Information	Supplemental Information
<b>How does EPA support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b>	
<ul style="list-style-type: none"> <li>• EPA helps protect the natural resources and human capital essential for economic recovery and growth.</li> <li>• EPA’s <b>regulatory programs</b> coordinate with other federal oversight agencies through the UFR process, which is critical to the timely planning of infrastructure and other disaster recovery projects.</li> <li>• EPA’s <b>research programs</b> provide the essential data communities need to make sound economic decisions after a disaster.</li> </ul>	<p><i>For example, the agency’s State Revolving Loan Fund programs help fund critical waste and drinking water infrastructure; the Brownfields program provides grants and technical assistance to support economic redevelopment, environmental workforce development, and job training; and various EPA programs contribute to sustainability and economic development planning support.</i></p>
<b>What are the major EPA program areas that support economic, business, or workforce development?</b>	
<p>The major EPA programs that directly support economic development and growth are:</p> <ol style="list-style-type: none"> <li>1) <b>Clean Water and Drinking Water State Revolving Funds (CWSRF/DWSRF) Programs</b>, which provide low-cost loans to fund wastewater and drinking water facilities.</li> <li>2) <b>Brownfields Program</b>, which provides funding for the assessment and clean-up of contaminated sites, environmental job training, redevelopment, and land revitalization programs.</li> <li>3) <b>EPA Office of Research and Development</b>, which funds and conducts environmental research.</li> <li>4) <b>EPA Office of Community Revitalization</b>, which provides tools that can support economic revitalization after a disaster.</li> </ol>	<p>--</p>



Primary Information	Supplemental Information
<b>What specific EPA units directly support business or economic recovery?</b>	
<p>The major EPA programs that directly support economic recovery and growth are:</p> <ul style="list-style-type: none"> <li>• <b>CWSRF and DWSRF</b>, which provide low-cost loans to fund wastewater and drinking water facilities.</li> <li>• <b>The Brownfields Program</b> provides grants and technical assistance for the assessment and clean-up of brownfield sites as well as environmental workforce development and job training grants.</li> <li>• Through the <b>RePower America Initiative</b>, EPA and the DOE National Renewable Energy Laboratory (NREL) support renewable energy development on current and formerly contaminated lands, landfills, and mine sites when such development is aligned with the community’s vision for the site.                         <ul style="list-style-type: none"> <li>○ The <b>Office of Community Revitalization’s Local Foods Local Places (LFLP)</b> tool provides technical assistance to communities to help them identify how they can create economic development opportunities using locally-produced food.</li> <li>○ <b>ORD’s NREL</b> has provided research support (full-Time Equivalent [FTE] and \$) for community Health Impact Assessments (HIAs) and Ecosystem Services Assessment projects.</li> </ul> </li> </ul>	<p><i>For Hurricane Sandy, CWSRF and DWSRF loans were subsidized and required to be used for resilience efforts.</i></p>

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Primary Information	Supplemental Information
<b>What programs are most often/typically engaged to support economic, business, or workforce recovery?</b>	
<ul style="list-style-type: none"> <li>• EPA recovery support is carried out by the regions with support from the various headquarters offices, as appropriate.</li> <li>• Working together, EPA provides funding and technical assistance for economic development through the:               <ul style="list-style-type: none"> <li>○ CWSRF</li> <li>○ DWSRF</li> <li>○ Brownfields Program</li> <li>○ Repower America Programs</li> <li>○ Community Revitalization/Smart Growth technical assistance tools, including:                   <ul style="list-style-type: none"> <li>▪ LFLP</li> <li>▪ Fuel Waivers under the Clean Air Act</li> <li>▪ Conflict Prevention and Resolution Centers (CPRC) technical assistance</li> <li>▪ Ecosystem Services Assessment research</li> </ul> </li> </ul> </li> <li>• In addition, EPA regulatory programs work through the UFR process to coordinate the required regulatory oversight of recovery and mitigation projects.</li> </ul>	<p><i>Supporting this process helps the timely completion of recovery projects in ways that protect natural resources and the environment.</i></p>

## **U.S. Department of Housing and Urban Development (HUD)**

HUD is a supporting organization of the Economic RSF. HUD is the coordinating agency for all housing recovery initiatives, and also provides funding for community and economic recovery through the CDBG and CDBG-DR programs, which are often appropriated for major disaster events. CDBG-DR funds are awarded to an SLTT government and can be used for required non-federal matching funds.

HUD is the coordinating agency for the Housing RSF, and its Field Coordinator is a housing specialist from HUD. However, the most appropriate HUD liaison to the Economic RSF is a community development specialist from HUD. You should work with the Housing RSF to connect with the community/economic development program manager within the relevant HUD regional office or headquarters, depending on which officers will be managing CDBG-DR funds.

The following table shows how HUD supports the Economic RSF.

**Table 14: How HUD Supports the Economic RSF**

Primary Information	Supplemental Information
<b>How does HUD support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b>	
<p><b>HUD offers the following:</b></p> <ul style="list-style-type: none"> <li>• CDBG Program</li> <li>• Section 108 Loan Grant Program</li> <li>• Assistance with community economic development and neighborhood revitalization for Community Based Development Organizations (CBDOs)</li> <li>• Technical training and assistance to businesses following a major economic disruption</li> </ul>	--
<b>What are the major HUD program areas that support economic, business, or workforce development?</b>	
<p><b>CDBG Program – CDBG funds may be used to:</b></p> <ul style="list-style-type: none"> <li>• Undertake economic development activities</li> <li>• Assist a private or for-profit business through grants, loans, loan guarantees, and technical assistance</li> <li>• Provide economic development services in connection with otherwise eligible CDBG economic development activities</li> </ul> <p><b>Section 108 Loan Guarantee Program:</b></p> <ul style="list-style-type: none"> <li>• A significant resource that can be used to create community and economic development projects</li> <li>• A loan guarantee program that enables CDBG grantees to borrow up to five times their annual entitlement grant</li> </ul> <p><b>Economic Development undertaken by CBDOs:</b></p> <ul style="list-style-type: none"> <li>• Assists in neighborhood revitalization, community economic development, or energy conservation projects</li> </ul> <p><b>Technical assistance and training to businesses on business planning or accounting:</b></p> <ul style="list-style-type: none"> <li>• May be undertaken by a microenterprise owner, public service, or by a CBDO as part of an eligible project</li> </ul>	<p><i>Under CDBG, economic development activities could include acquiring, constructing, reconstructing, rehabilitating, or installing commercial or industrial buildings, structures, or other real property equipment and improvements.</i></p> <p><i>Under the Section 108 Loan Guarantee Program, communities can finance: operating costs for businesses and developers from micro-loan funds and Fortune 500 companies; machinery, equipment, and working capital; and leasehold improvements, furniture, and fixtures.</i></p>

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Primary Information	Supplemental Information
<p><b>Microenterprise development:</b></p> <ul style="list-style-type: none"> <li>Fosters the development, support, and expansion of microenterprise businesses (five or fewer employees)</li> </ul> <p><b>Commercial rehabilitation:</b></p> <ul style="list-style-type: none"> <li>Activities designed to bring commercial structures up to code or improve their facades</li> </ul> <p><b>Public facilities and improvements that support economic development endeavors:</b></p> <ul style="list-style-type: none"> <li>For example, off-site water, sewer, roads, drainage, railroad spurs, and other types of public facilities or improvements</li> </ul> <p><b>Job training:</b></p> <ul style="list-style-type: none"> <li>Involves providing skill-building classes to employees or potential employees</li> </ul>	<p><i>Job training can be an important part of an economic program.</i></p>
<b>What specific HUD units directly support business or economic recovery?</b>	
<ul style="list-style-type: none"> <li>Office of Block Grant Assistance</li> <li>Disaster Management Group</li> <li>Office of Field Policy and Management</li> <li>Office of Disaster Management and National Security/Office of Administration</li> <li>Office of Policy Development and Research</li> </ul>	<p><i>For more information, refer to:</i> <a href="https://www.hud.gov/sites/document/s/HUDDISASTEROPSFAQS.PDF">https://www.hud.gov/sites/document/s/HUDDISASTEROPSFAQS.PDF</a>.</p>
<b>What programs are most often/typically engaged to support economic, business or workforce recovery?</b>	
<p>HUD offers the CDBG program, the Section 108 Loan Grant Program, assistance with community economic development and neighborhood revitalization for CBDOs, and technical training and assistance to businesses following a major economic disruption.</p> <p><b>National Objective options related to economic development:</b></p> <ul style="list-style-type: none"> <li>Rehabilitation of Publicly or Privately-Owned Commercial/Industrial (CI) Properties</li> <li>CI Land Acquisition/Disposition</li> <li>CI Infrastructure Development</li> <li>CI Building Acquisition, Construction Rehabilitation</li> <li>Other CI Improvements</li> </ul>	

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Primary Information	Supplemental Information
<ul style="list-style-type: none"><li>• Economic Development Direct Financial Assistance to For-Profits</li><li>• Economic Development Technical Assistance</li><li>• Micro-Enterprise Assistance</li></ul> <p>Economic activities that benefit a <b>Low-Moderate Income (LMI) area</b> may qualify under the Area Benefit category of the LMI benefit national objective.</p> <p>Economic development objectives such as <b>commercial rehabilitation</b> which aid in the prevention or elimination of slums or blight in a designated area may qualify under the Area Slum/Blight national objective.</p>	

## **U.S. Small Business Administration (SBA)**

SBA is a primary partner agency with 68 district offices representing every U.S. state and territory. District offices coordinate programs providing access to capital, contracting opportunities, and business counseling and technical assistance.

When a disaster is declared, additional resources deploy within days to provide direct assistance to affected businesses and individuals. The agency provides loans for homeowners and businesses to repair direct, physical damage. Loans also offset economic injury to businesses that may occur from a loss of customers, supply chain interruptions, and other indirect impacts of the disaster.

SBA can play a pivotal role as the Economic RSF liaison to banks and other lenders and can link the RSF to Small Business Development Centers and other business advisory services that can support local business recovery and assistance.

The following table shows how SBA supports the Economic RSF.

**Table 15: How SBA Supports the Economic RSF**

Primary Information	Supplemental Information
<b>How does SBA support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b>	
<p>While providing capital for housing recovery, SBA focuses on empowering American small businesses with access to capital, contract opportunities, and business counseling and technical assistance.</p>	<p><i>The mission of SBA is to maintain and strengthen the nation's economy by enabling the establishment and vitality of small business and by assisting in the economic recovery of communities after disasters.</i></p>
<b>What are the major SBA program areas that support economic, business, or workforce development?</b>	
<ul style="list-style-type: none"> <li>• Capital, in the form of direct disaster loans, is available to homeowners, renters, businesses of all sizes, and private non-profits.</li> <li>• SBA also reaches out to other federal agencies to ensure the engagement of small businesses, especially ones in impacted communities, are in the process of rebuilding and recovering.</li> </ul>	<p><i>SBA views recovery as a cycle. Through business counseling and technical assistance, SBA helps small businesses accommodate the post-disaster new normal. The recovery cycle closes when the final steps in small business recovery are financed using bank loans guaranteed by SBA and other agency investment options.</i></p>
<b>What are the specific SBA units that directly support business or economic recovery?</b>	
<p>Multiple offices in SBA support long-term disaster recovery, sometimes through affiliated entities:</p> <ul style="list-style-type: none"> <li>• <b>Office of Disaster Assistance</b> supports the direct disaster loan program (physical and economic injury).</li> <li>• <b>Office of Government Contracting and Business Development</b> links small businesses with contracting options through the 8(a) program and others.</li> <li>• <b>Office of Entrepreneurial Development</b> supports business counseling and technical assistance through resource partners (Small Business Development Centers, Women's Business Centers, Veterans Business Outreach Centers, and SCORE chapters).</li> <li>• <b>Office of Capital Access</b> manages guarantee programs with a network of financial institutions to provide long-term capital.</li> </ul>	
<b>What programs are most often/typically engaged to support economic, business or workforce recovery?</b>	
<p>The services outlined above are all linked at the local level to "SBA's face of disaster recovery," the local District Director.</p>	<p><i>SBA maintains 68 district offices around the U.S. Each state has at least one district office.</i></p>



## **U.S. Department of the Treasury**

As a primary partner agency, the U.S. Department of the Treasury provides technical and financial assistance. The department provides a link to the Internal Revenue Service (IRS), lending regulatory entities such as the Federal Deposit Insurance Corporation (FDIC), and the Office of the Comptroller of the Currency, which work in close collaboration with the regional Federal Reserve Banks.

The department's partners can assist with economic assessment and analysis, support the recovery of, or expansion of, capital resources, and encourage private investment in rebuilding and other recovery initiatives.

The following table shows how the U.S. Department of the Treasury supports the Economic RSF.

**Table 16: How Treasury Supports the Economic RSF**

Primary Information	Supplemental Information
<b>How does Treasury support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b>	
<p><b>Two of the Treasury’s mission essential functions are:</b></p> <ul style="list-style-type: none"> <li>• National economic policy, including economic stability and economic development.</li> <li>• Government fiscal operations, including operational support for disbursing and accounting for federal relief programs and grant in aid programs generally.</li> </ul>	<p>--</p>
<b>What are the major Treasury program areas that support economic, business, or workforce development?</b>	
<p><b>Major program areas include:</b></p> <ul style="list-style-type: none"> <li>• Tax policy, which is a primary tool of economic and workforce development</li> <li>• Community development financing</li> <li>• Financial stability and financial sector resilience</li> <li>• Federal liaison to state and local governments on fiscal matters</li> <li>• Economic policy development</li> </ul>	<p>--</p>
<b>What are the specific Treasury units that directly support business or economic recovery?</b>	
<p><b>Bureaus and offices that support business or economic recovery include:</b></p> <ul style="list-style-type: none"> <li>• Office of Small Business, Community Development, and Housing Policy</li> <li>• Community Development Financial Institutions Fund</li> <li>• Office of Tax Policy</li> <li>• Office of State and Local Finance</li> <li>• Office of Economic Policy</li> <li>• Office of Financial Institutions</li> <li>• Office of Financial Markets</li> <li>• The Fiscal Service</li> <li>• Federal Financing Bank</li> </ul>	<p>--</p>

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Primary Information	Supplemental Information
<b>What programs are most often/typically engaged to support economic, business or workforce recovery?</b>	
<p><b>Tax Policy:</b></p> <ul style="list-style-type: none"> <li>• Tax incentives, tax credits, and other tax provisions for economic development.</li> </ul> <p><b>Community Development Financial Institutions (CDFI) Fund:</b></p> <ul style="list-style-type: none"> <li>• Loans, loan guarantees, grants, and tax credits for community development.</li> </ul> <p><b>The Federal Financing Bank:</b></p> <ul style="list-style-type: none"> <li>• Rural and affordable housing loans in support of program agencies offering 100 percent guarantees (such as the Rural Utilities Service).</li> </ul>	<p>--</p>

## **U.S. Department of Agriculture (USDA)**

USDA is a multifaceted agency that can support the recovery of public infrastructure and community facilities, private agriculture industry assets, and offer rural economic development and business assistance programs. It has a broad reach and direct connection to each state and territory, in addition to connections to academic institutions and other partners at a local level.

The department can ground-truth local impact assessments and offer trusted sources to conduct outreach to local businesses and other partners in the impacted communities.

The following table shows how USDA supports the Economic RSF.

**Table 17: How USDA Supports the Economic RSF**

Primary Information	Supplemental Information
<p><b>How does USDA support economic or workforce development in communities, and economic or workforce recovery following a major economic disruption?</b></p>	
<p><b>USDA RD</b></p> <ul style="list-style-type: none"> <li>• Has financing programs supporting a holistic approach to economic development.</li> <li>• RD programs can be used for the planning and implementation of infrastructure development (water, telecom, and electric projects, as well as community facilities) and housing development.</li> <li>• The agency also has programs supporting business and entrepreneurship growth in rural communities. The programs can be used to provide training and technical assistance to build the capacity of rural communities, as well as directly finance implementation of the projects.</li> </ul> <p><b>USDA Risk Management Agency (RMA)</b></p> <ul style="list-style-type: none"> <li>• Oversees and develops federal crop insurance products for America’s farmers and ranchers.</li> <li>• Approved Insurance Providers (AIPs) sell and service federal crop insurance policies in every state and Puerto Rico through a public-private partnership with RMA.</li> <li>• AIPs operate under a reinsurance agreement with RMA and share in a part of the risks associated with catastrophic losses due to major weather events.</li> </ul>	<p><i>Also refer to:</i> <a href="https://www.usda.gov/topics/disaster">https://www.usda.gov/topics/disaster</a>.</p>
<p><b>What are the major USDA program areas that support economic, business, or workforce development?</b></p>	
<p><b>USDA RD</b></p> <p>Rural Business and Cooperative Services (RBS) is the program area within RD supporting business development in rural communities.</p> <ul style="list-style-type: none"> <li>• Through its <b>Business Programs</b>, RD helps provide much-needed capital in rural areas, often in partnership with private sector lenders and community-based organizations.</li> </ul>	<p><i>The capital may be in the form of loan guarantees, direct loans, or grants to individuals, rural businesses, cooperatives, farmers and ranchers, public bodies, non-profit corporations, Native American Tribes, and private companies.</i></p>

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Primary Information	Supplemental Information
<ul style="list-style-type: none"> <li>Through its <b>Cooperative Programs</b>, RD promotes the understanding and use of the cooperative form of business. USDA RD helps rural residents form new cooperatives and improve the operations of existing ones through education, research, technical assistance, publications, and funding.</li> </ul>	
<p><b>USDA RMA</b></p> <ul style="list-style-type: none"> <li>Risk Management Education (RME) seeks to educate farmers, ranchers, and producers with real-time crop insurance program information and risk management tools through effective partnerships and outreach.</li> <li>RME manages the cooperative agreements for the Risk Management Education Partnership Program and the Crop Insurance Education in Targeted States Program.</li> </ul> <p><b>Farm Loan Programs – Operating Loans</b></p> <ul style="list-style-type: none"> <li>Loan funds for the purchase of feed, seed, equipment, and other supplies.</li> </ul>	<p><i>RME works with private partners to assist producers, especially limited resource, socially disadvantaged, and other traditionally under-served farmers and ranchers, in effectively managing long-term risks and challenges. Through these partnerships, producers learn about crop insurance and other farm safety net tools in order to make the best risk management decisions for their agricultural operations.</i></p>
<b>What are the specific USDA units that directly support business or economic recovery?</b>	
<p><b>USDA RMA</b></p> <ul style="list-style-type: none"> <li>Following a natural disaster, RMA’s Insurance Services and Product Management areas work closely with AIPs that sell and service crop insurance policies to ensure enough loss adjusters are available to process claims in impacted areas as quickly as possible.</li> </ul> <p><b>Farm Loan Programs – Farm Ownership Loans</b></p> <ul style="list-style-type: none"> <li>Loan funds for capital expenditures, such as to rebuild a barn or shed that may have been destroyed.</li> </ul>	--

Primary Information	Supplemental Information
<p><b>What programs are most often/typically engaged to support economic, business or workforce recovery?</b></p>	
<p><b>USDA RD</b></p> <p>The following programs support business growth in rural communities:</p> <ul style="list-style-type: none"> <li>• Business and Industry Loan Guarantees</li> <li>• Intermediary Relending Program (IRP)</li> <li>• Rural Business Development Grants (RBDG)</li> <li>• Rural Business Investment Program (RBIP)</li> <li>• Rural Economic Development Loan and Grant (REDLG)</li> <li>• Rural Microentrepreneur Assistance Program (RMAP)</li> <li>• Value Added Producer Grants (VAPG)</li> <li>• Rural Energy for America Program Renewable Energy Systems &amp; Energy Efficiency Improvement Loans &amp; Grants</li> <li>• Advanced Biofuel Payment Program</li> <li>• Biorefinery, Renewable Chemical, and Biobased Product Manufacturing Assistance Program</li> <li>• Repowering Assistance Program</li> </ul> <p><b>USDA RMA</b></p> <ul style="list-style-type: none"> <li>• Privately owned AIPs sell and service federal crop insurance policies in every state and in Puerto Rico. Producers contact their insurance agent when filing claims.</li> </ul> <p><b>Farm Loan Programs--Primary Loan Servicing</b></p> <ul style="list-style-type: none"> <li>• For existing borrowers who may become delinquent on their loans, there are options to assist financially distressed borrowers, such as loan restructures.</li> </ul>	<p>--</p>

**Appendix E: Federal Agency Programs Reference**

The chart template below can be used to track various federal programs that focus on the recovery phase of emergency management. This is not intended to be an all-encompassing list, but rather a quick resource for the Field Coordinator with examples of financial and technical assistance programs for economic recovery.

The “F/T” column indicates whether the program offers financial or technical services, or both. F refers to financial assistance, with some programs offered at a cost share and others 100% federally funded, while T refers to technical assistance, which may or may not be offered at a cost.

**Table 18: Federal Agency Programs**

Agency	Program	F/T	Description	Website



## **Appendix F: RSF Field Deployment Preparation Guidance**

Each RSF member agency has internal departmental deployment procedures. This appendix contains additional guidance to assist Economic RSF field staff in preparing for deployment, working in the field, and returning home. It is intended to supplement guidance from the field staffs' home agencies.

### **Pre-Deployment**

#### *Deployment Preparation*

Once the National Coordinator confirms a field staff member's deployment, they should:

- Obtain travel codes from the Economic RSF National Coordinator and book travel arrangements through the E2 travel booking system. Direct any logistical questions or challenges to the Economic RSF National Coordinator and/or FDRO, as appropriate.
- Discuss travel plans with family, including date of departure, estimated length of deployment, expected frequency of communication during deployment, and emergency contact information.
- Schedule an appointment with their doctor to receive a physical examination before deployment and discuss ongoing care for any long-term health concerns. Ensure that they receive all vaccinations necessary for deployment destination prior to travel.
- Discuss expectations about their hours with their supervisor before they deploy and find out how to request overtime pay, if applicable.
- Ensure that they have all necessary equipment and supplies for deployment (see table below for a pre-deployment equipment checklist).
- Review all relevant doctrine and guidance documents, including the Economic RSF FOM, the NDRF, and the Recovery FIOP (see table below for an information checklist for those deploying in a leadership position, such as Field Coordinators).

Staff should make sure that they have the necessary equipment and supplies for deployment. A pre-deployment equipment checklist is located below.

**Table 19: Pre-Deployment Equipment Checklist**

<b>Pre-Deployment Equipment Checklist</b>	
The Field Coordinator must have the necessary equipment, required documentation, administrative support, and other essential items to successfully execute the mission of the Economic RSF. The deployment toolkit should include:	
<input type="checkbox"/>	Federal ID. This is required to enter the JFO, which is a FEMA facility.
<input type="checkbox"/>	Laptop computer with saved essential agency documents, such as procedures and protocols, templates, and this FOM.
<input type="checkbox"/>	Home office IT help desk contact.
<input type="checkbox"/>	A cell phone. The Field Coordinator should confirm that their cell phone can be used as a hotspot for Wi-Fi capability.
<input type="checkbox"/>	Teleconference number to be used for coordination calls with partners and stakeholder organizations.
<input type="checkbox"/>	Travel Card for charging expenses. The Field Coordinator should ensure that their card has a sufficient credit limit to accommodate long-term deployments, if relevant.
<input type="checkbox"/>	Secured lodging, rental car, travel authorization, and travel voucher submission process. The Economic RSF National Coordinator and/or federal staff currently deployed at the JFO will be able to make recommendations on accommodations.
<input type="checkbox"/>	A communications protocol to maintain regular communications and share critical information with the National Coordinator and the federal partner AOs.
Field staff should consult their employing agency, whether EDA or other, for all administrative requirements such as timesheets, charge codes, reimbursement procedures, etc. The employing agency should also ensure that security settings, passwords, and related requirements for your agency-issued equipment are up to date, and that staff know how to change or update passwords and access other network information while deployed.	

The checklist below can assist Field Coordinators in making sure they have reviewed essential background information.

**Table 20: Pre-Deployment Information Checklist**

<b>Pre-Deployment Information Checklist</b>	
<p>Before the Field Coordinator arrives on-site, the National Coordinator loops them into communications networks at the JFO, and to any other communications channels relevant to the recovery. The EDA National Coordinator will request that the FDRO and Recovery Coordination Group (RCG) staff also facilitate communication with the Field Coordinator.</p> <p>Reports, assessments, and background information that will be helpful to the Field Coordinator prior to and in the early stages of deployment include:</p>	
<input type="checkbox"/>	The initial assessment produced by FEMA in the days immediately following the disaster.
<input type="checkbox"/>	All reports submitted by the FEMA Private Sector team, from on-site meetings with economic developers, chambers of commerce, academic institutions, and other public and private sector partners essential to the execution of the Economic RSF’s mission (refer to the next section for more information on the Private Sector Team).
<input type="checkbox"/>	Daily Situation Reports produced by FEMA to receive on-site at the JFO.
<input type="checkbox"/>	Daily Media Monitoring reports and other reports outlining the disaster impact distributed by FEMA External Affairs (EA) to receive at the JFO.
<input type="checkbox"/>	Impact assessments developed by the ESFs operating at the JFO.

**Additional Field Coordinator Information**

- Field Coordinators must be present in all meetings called by the FDRO and in regular meetings with other RSFs to discuss cross-cutting recovery challenges and support initiatives, either in person or via teleconference.
- The Field Coordinator may also be responsible for directing the work of a Deputy Field Coordinator, contract support staff, and other individuals assigned to the Economic RSF in the field, such as FEMA local hires.
- Field Coordinators may be deployed in a region of the country outside the region they regularly serve. In such cases, they may need to communicate about their activities with the EDA Regional Director that serves the impacted region.

### *Training Requirements*

Appendix I of this FOM contains a comprehensive list of training courses and guidance materials that all individuals deploying under the Economic RSF should review prior to deployment.

Information about **Tools, Training Resources, and References** is located in Appendix I.

### *Coordination Within EDA*

*SUPERVISOR:* Economic RSF Field Coordinators need to coordinate with their supervisor(s) for approval to deploy and to develop clear expectations about the duration of the mission.



#### **Field Coordinator TIP!**

##### **Reassignment of the Field Coordinator's Duties While Deployed**

The Field Coordinator's supervisory chain of command must **approve their deployment**. While deployed, the Field Coordinator will report to the Economic RSF National Coordinator regarding all activities related to carrying out the mission of the Economic RSF, in addition to their usual supervisors (e.g., for requesting and approving time and attendance, travel authorizations and vouchers, performance reviews, and other routine requirements). The Field Coordinator's steady-state supervisor will **re-assign all duties at the home office to other staff** during the Field Coordinator's deployment.

If a Field Coordinator is asked to do 'double-duty' at the JFO/JRO and their home office, they should have a conversation with their supervisor about the need for others to cover their home office duties. When they return home, Field Coordinators are entitled to a thorough briefing from the staff member(s) who covered their steady-state duties, so that they can successfully re-engage in their day-to-day responsibilities.

*EXISTING ECONOMIC RSF FIELD COORDINATOR:* If an Economic RSF Field Coordinator is deploying to support or replace an Economic RSF Field Coordinator already on-site, they should make contact to learn about the mission and JFO/JRO logistics, and to receive guidance about travel and lodging. If the deploying Economic RSF Field Coordinator has not established communication with the on-site Field Coordinator, they should contact the Economic RSF SME or National Coordinator to make the connection.

### **Deployment**

Field Coordinators deploy for at least 90 days and are required to be at the JFO/JRO in person full-time for the full deployment duration, although they may work remotely on an intermittent basis. The first few weeks of a mission usually require urgent attention to lifeline stabilization,

and it is not unusual for JFO staff to dedicate 12 hours a day, seven days a week to the mission. As the mission transitions to long-term recovery, Field Coordinators may complete some duties virtually or from their home district or division office.

### *Expectations and Procedures*

- FEMA offers an orientation to field staff upon arrival.
- While deployed, field staff continue to report to their direct supervisor. They also follow the policies and procedures of their employing agency for all administrative functions, including submitting timesheets, obtaining charge codes, processing expense reimbursements, and when applicable, submitting overtime for approval.
- It is always important to remember that the Economic RSF and all other federal support working out of the JFO/JRO are there to support the SLTT government’s priorities. Field staff should adopt this perspective of SLTT government support and let it inform all of their deployed work.
- Field staff are asked to “take off their agency hat” and use their expertise, experience, and skills to support the recovery mission. This will require conducting work activities that may be typically outside of their regular duties, such as conducting basic research, helping staff a technical assistance event, or developing a project to support the intervention of a cross-cutting recovery challenge.
- Field staff work collectively with other Economic RSF team members to produce a number of reports on behalf of the Economic RSF. These could include regular briefing reports, as well as reports for needs assessments.
- Sharing information is a necessity in the JFO/JRO. Max.gov and other information-sharing platforms are crucial for effective collaboration.
- As noted in this FOM, field staff will likely be asked to attend a number of meetings and/or senior leadership briefings during deployment.

Information about **Reporting Requirements** is located in the **Key Economic RSF Objectives and Deliverables** section of this FOM.

Information about **Accessing and Sharing Documents** is located in Appendix K.

Information about **Working at the JFO** is located in Appendix G.

### *Safety and Security – Security Considerations*

- Always maintain situational awareness of the mission, deployment location, and personal safety measures for travel to any major U.S. city or territory.
- Comply with all security protocols for the deployment site.
- Follow any local law enforcement instructions.
- Follow any guidance issued by JFO leadership or FEMA headquarters.

### *Movement*

The SLTT government may have restrictions on movement. Issues that can cause restrictions include criminal, looting, or terrorist threats; off-limit areas (a security threat is imminent) and recommended off-limit areas (you are likely to become a victim of a crime); transportation restrictions; curfew hours; and medical services and evacuation procedures.

### *Reporting Unsafe Situations*

Reporting must not be delayed and should be reported in the following order, as appropriate:

1. Local Authorities
2. Economic RSF Team Lead
3. Economic RSF National Coordinator
4. FEMA Field Leadership
5. FEMA Headquarters

If field staff question whether they should report a safety issue, they should err on the side of doing so. Field staff should report the following issues immediately:

- Death or serious illness or injury
- Criminal activity against any deployed personnel
- Arrest of any deployed personnel or involvement in any criminal investigation
- Violation of any U.S. laws leading to a citation or fine
- Any deployed personnel missing or unable to be located
- Misuse of classified or sensitive information
- Probing for classified or sensitive information
- Surveillance or suspected surveillance
- Break-ins of any federal facilities
- Workplace violence
- Deployed personnel who are a victim of or witness to any crime or terrorism incidents
- Damage to federal property
- Loss or theft of any federal property

*Potential Hazards*

The following table lists potential hazards to be aware of, along with recommended precautions to take.

**Table 21: Potential Hazards and Key Actions**

<b>Potential Hazard</b>	<b>Field staff should take the following precautions:</b>
<i>Insects or Pests</i>	<ul style="list-style-type: none"> <li>• Wear insect repellent and be aware of insects/pests in their natural habitat (e.g., spiders, ants, bees, etc.).</li> </ul>
<i>Venomous Snakes</i>	<ul style="list-style-type: none"> <li>• Assume all snakes are venomous.</li> <li>• Avoid snakes; do not touch snakes or snake parts.</li> </ul>
<i>Rodents</i>	<ul style="list-style-type: none"> <li>• Store food in plastic containers off the floor.</li> <li>• Walk with a flashlight and buddy at night.</li> </ul>
<i>Musculoskeletal</i>	<ul style="list-style-type: none"> <li>• Use teams of two or more to lift heavy/bulky items.</li> <li>• Do not lift anything weighing over 50 lbs.</li> <li>• Use appropriate automated-assist lifting devices.</li> </ul>
<i>Ergonomic</i>	<ul style="list-style-type: none"> <li>• Plan your day to vary your activities and position as much as possible.</li> <li>• Alternate between sitting and standing, or other positions while you work.</li> <li>• Take mini-breaks (three to five minutes of rest for every 30-40 minutes work) throughout the day.</li> <li>• Do activities that refresh or rejuvenate you (walk, work out, or read for fun) during breaks from work.</li> <li>• Stay hydrated by drinking plenty of water instead of caffeinated or sugary drinks.</li> <li>• Wear comfortable shoes.</li> </ul>
<i>Motor Vehicle Safety</i>	<ul style="list-style-type: none"> <li>• Do not attempt to drive through floodwaters.</li> <li>• Do not drive distracted (doing another activity that takes your attention away from driving).</li> <li>• Be aware of your surroundings, especially when driving in hazardous environments.</li> <li>• No speeding.</li> <li>• Scan the road far ahead to allow enough time to slow down/brake.</li> </ul>

Potential Hazard	Field staff should take the following precautions:
<i>Other Safety Issues</i>	<p>Be aware of:</p> <ul style="list-style-type: none"> <li>• Stress and fatigue</li> <li>• Downed power lines</li> <li>• Carbon monoxide</li> <li>• Fires</li> <li>• Drowning</li> <li>• Confined spaces</li> <li>• Agricultural hazards</li> </ul>
<i>Heat Stress and Dehydration</i>	<ul style="list-style-type: none"> <li>• Protect themselves and others.</li> <li>• Know the signs/symptoms of heat illnesses: <ul style="list-style-type: none"> <li>○ Headache, dizziness, or fainting</li> <li>○ Weakness and sweating</li> <li>○ Irritability</li> <li>○ Thirst, nausea, or vomiting</li> <li>○ Confusion, inability to think clearly</li> <li>○ Fainting, seizures</li> <li>○ May stop sweating</li> </ul> </li> <li>• To prevent heat illnesses: <ul style="list-style-type: none"> <li>○ Monitor yourself and use a buddy system.</li> <li>○ Drink plenty of fluids from approved sources.</li> <li>○ Dress appropriately.</li> <li>○ Wear lightweight, light colored, loose-fitting clothes.</li> <li>○ Wear a hat whenever possible.</li> <li>○ Block out direct sun and other heat sources.</li> </ul> </li> <li>• Avoid beverages containing alcohol or caffeine.</li> </ul>
<i>Heat Emergencies</i>	<ul style="list-style-type: none"> <li>• Call the JFO Safety Officer and emergency officials if needed.</li> <li>• Stay with the worker until help arrives.</li> <li>• Move the worker to a cooler/shaded area.</li> <li>• Remove outer clothing.</li> <li>• Fan and mist the worker with water; if ice is available, apply ice.</li> <li>• Provide cool drinking water if the worker is able to drink.</li> </ul>
<i>Electrical Hazards</i>	<ul style="list-style-type: none"> <li>• Remove yourself from the scene immediately.</li> <li>• Exit the area and immediately contact the Economic RSF Field Coordinator and JFO Safety Officer.</li> </ul>
<i>Stray or Domestic Animals</i>	<ul style="list-style-type: none"> <li>• Avoid animal contact. Do not approach or attempt to handle.</li> <li>• Immediately wash out and report bites or scratches and note whether vaccinated or not.</li> </ul>



### *Illness During Deployment*

If field staff experience illness or injury during deployment, they should:

- Inform the Economic RSF Field Coordinator and JFO Safety Officer.
- Seek local medical care (or care designated by the JFO).
- If the illness/injury involves life, limb, or eyesight, go directly to the nearest medical facility.

### *Travelers' Diarrhea*

Travelers' Diarrhea is a common illness. Taking food and water precautions can help prevent diarrhea:

- Drink bottled water.
- Follow local authorities' directions on the safety of tap water or boil water advisories.
- Do not eat raw or undercooked meat or fish.
- Wash hands frequently and use hand sanitizer.

### *Information-Sharing*

Sharing disaster-related information is fundamental to recovery operations. Field Coordinators will need to adjust information-sharing methods to suit the situation and respond to the FDRO's requests. Barring situations that involve sensitive, confidential, personally identifiable, classified, or proprietary information, Economic RSF teams should openly share information with SLTT government and federal government officials.

Requests from the media or non-governmental organizations (NGOs) for information about the disaster (including Economic RSF activities) should be directed to the Economic RSF Field Coordinator and Economic RSF National Coordinator.

In most recovery operations, FEMA is the lead agency. The Economic RSF field team, in coordination with the Field Coordinator, responds to FEMA's requests for information, plans, or other work products.

### *Cultural Sensitivity*

Our success is based on recognizing that we are a guest, a partner, a representative of the federal government, and we were invited to work in support of the SLTT government's priorities.

- Plan on operating in different cultural contexts and integrating knowledge from and about individuals and groups of people. Use this knowledge to produce better economic recovery outcomes.
- Create an environment in which people from different cultures can work together successfully. Be careful not to presume all people with a particular cultural identity are the same.
- Become aware of and reflect on how your cultural values, beliefs, and perceptions may influence your behavior.

- Be sensitive when taking photographs. For example, photographs of damaged/destroyed homes or residents cleaning up should not be taken unless permission is granted.

### Demobilization and Post-Deployment

If the current Economic RSF Field Coordinator is being replaced by an incoming Economic RSF Field Coordinator, this transition is smoother if their time at the JFO overlaps. If an overlap is not feasible, the two Field Coordinators should set up frequent calls to share information.

If the Field Coordinator is redeploying at the close of the recovery mission, they should ensure that EDA has what it needs for future coordination. In some cases, at the end of an MA, FEMA requests continued RSF support through an IAA. Field Coordinators should prepare to assist with the IAA by facilitating coordination with appropriate FEMA personnel.

The expectations of Economic RSF staff post-deployment are shown in the table below.

**Table 22: Economic RSF Post-Deployment Expectations**

Expectations of Economic RSF Staff for Post-Deployment	
<input type="checkbox"/>	Write a transition memo, including information on any ongoing projects or challenges and important contacts, and submit to the Economic RSF National Coordinator or other staff, as directed.
<input type="checkbox"/>	Ensure any relevant documents or files are stored on a share drive or other location easily accessible to incoming field staff.
<input type="checkbox"/>	Complete an exit interview.
<input type="checkbox"/>	When possible, schedule a transition meeting (either in-person or over the phone) with the incoming staff member taking over your position.
<input type="checkbox"/>	Return any JFO-issued equipment to Logistics staff.
<input type="checkbox"/>	Inform the Economic RSF Field Coordinator and your home agency when you have arrived home safely.
<input type="checkbox"/>	Submit any required travel vouchers or expense reimbursements.

### *After Action Report (AAR)*

Economic RSF Field Coordinators prepare an Economic RSF AAR that lists challenges that came up and observations they made during their deployment. They coordinate the AAR with the Economic RSF National Coordinator and submit it to EDA, which summarizes lessons learned about each disaster to support future and current missions.

**Appendix G: JFO vs. JRO**

**Table 23: Key Distinctions between a JFO vs. JRO**

JFO vs. JRO		
Office	JFO	JRO (formerly known as “Long-Term Recovery Office”)
<b>Purpose</b>	<ul style="list-style-type: none"> <li>Temporary federal multi-agency coordination center established locally to facilitate field-level response activities.</li> </ul>	<ul style="list-style-type: none"> <li>Reserved for incidents that exceed the capability or the capacity of regions to handle organically (generally, Level I and II incidents) in a post-JFO environment.</li> <li>Virtual or physical location. If latter, may be housed in same facility as JFO.</li> </ul>
<b>Focus along Recovery Lifecycle</b>	<ul style="list-style-type: none"> <li>Response actions to quickly stabilize incidents using the community lifelines construct.</li> <li>Stage 2 (Scope Recovery Requirements) implementation.</li> </ul>	<ul style="list-style-type: none"> <li>Primarily Stage 3 (Deliver Recovery Support), although can contribute to all four stages.</li> <li>If no JFO, JRO staff support a greater portion of Stage 2.</li> <li>Personnel likely expected to support Stage 4 (Grant Administration and Closeout/Transition to Steady State).</li> </ul>
<b>Coordination</b>	<ul style="list-style-type: none"> <li>Central location for coordination of federal, SLTT, non-governmental, and private sector organizations involved in incident support.</li> </ul>	<ul style="list-style-type: none"> <li>Central location for communication, collaboration, and coordination with SLTT governments, federal interagency, and private sector partners to achieve recovery outcomes.</li> </ul>
<b>Transition</b>	<ul style="list-style-type: none"> <li>Once lifelines are stabilized, focus of disaster operation shifts and expands to achieve recovery outcomes.</li> <li>JFO transitions to JRO, if deemed necessary.</li> <li>Unless extenuating circumstances, transition occurs no later than six months to one year post-declaration.</li> </ul>	<ul style="list-style-type: none"> <li>JRO operations transition back to FEMA region where disaster occurred.                             <ul style="list-style-type: none"> <li>Thresholds and milestones for transitioning and closing JRO are incident- and program-specific.</li> </ul> </li> </ul>
<i>The transition from JFO to JRO does not change the overall mission of assisting impacted SLTTs and regions with recovery.</i>		
<b>Additional Information</b>	<ul style="list-style-type: none"> <li>Information about <b>Working at the JFO and Self Care at the JFO</b> is located in this FOM: Appendix H and I, respectively.</li> </ul>	<ul style="list-style-type: none"> <li><b>Joint Recovery Office Guide</b></li> </ul>

## Appendix H: Working at the Joint Field Office (JFO)

When the President declares a disaster, FEMA, in collaboration with the state, chooses a location for a local headquarters where federal and SLTT government agencies will work together to coordinate disaster response and recovery. This headquarters is called the JFO. [Figure 14](#) shows the relationships among leadership, command, and general staff.

The JFO has to be able to accommodate hundreds or thousands of workers, so it is usually located in an immense vacant retail space, empty office building, strip mall, or industrial park that is in a safe location with functional utilities and has been relatively unaffected by the disaster. The FCO is based at the JFO, and coordinates the entire federal response surrounded by organizations and agencies of all stripes, from EDA to community churches. This shared headquarters helps the many different groups of response and recovery workers form relationships and collaborate. FEMA also offers workspace at the JFO to state government staff. Although they may choose to remain in their own offices, in some cases state staff, including the SCO and SDRC (if the state has one), embed themselves within the JFO alongside the rest of the recovery workers.



### Field Coordinator TIP!

The National Coordinator gives the Field Coordinator directions to the JFO before the Field Coordinator deploys.

## Getting Oriented to the JFO

RSFs cluster together in this fast-paced impromptu headquarters, where space — whether for a private meeting, quiet telephone call, or even a surface to use as a desk — can be hard to find. The first field staff to arrive might find themselves working elbow-to-elbow on long portable tables, uncertain if water, power, or communications systems will break down. When a Field Coordinator arrives, they should ask the FDRO what nuts-and-bolts information they need to know to stay safe and keep their work moving during their stint at the JFO.



### Field Coordinator TIP!

Field Coordinators can ask FEMA for an orientation to the JFO that includes an introduction to federal and state partners, including the **FEMA IA** and **PA** teams. These two Stafford Act programs provide funding for disaster survivors, governments, and/or private non-profit organizations. A disaster declaration may provide one or both programs. Field Coordinators will also meet the **FEMA Private Sector Division** (if they are present at the operation). This team can introduce the Field Coordinator to local private sector partners that are essential to economic recovery.

The table below includes a checklist for Field Coordinators to use during their orientation to the JFO.

**Table 24: Getting Oriented to the JFO**

<input checked="" type="checkbox"/>	<b>Getting Oriented to the JFO</b>
<b>Field staff should check in with RCG staff when they arrive at the JFO. RCG staff provides the following assistance to new arrivals:</b>	
<input type="checkbox"/>	Introduces field staff to the FDRO and NDRS Specialist
<input type="checkbox"/>	Obtains information about field staff's lodging, rental car, phone, email, and emergency contact information for IRC records (for inclusion in the IRC email distribution list)
<input type="checkbox"/>	Provides the Non-FEMA Employee Check-In Sheet Form
<input type="checkbox"/>	Shows field staff around the JFO and introduces staff members from the Accountable Property Office (APO), Human Resources (HR), Travel, and IT, and points out the locations of restrooms, designated shelter-in-place areas, entrances, and parking areas
<input type="checkbox"/>	Takes field staff to Security if badging is required
<input type="checkbox"/>	Provides a copy of the Accident Report Form for rental vehicles
<input type="checkbox"/>	Takes field staff to IT for equipment, if required
<input type="checkbox"/>	Takes field staff to APO for any additional supplies, if required
<input type="checkbox"/>	Shows field staff their workstation location
<input type="checkbox"/>	Assists field staff with establishing Max.gov and MAX TRAX accounts
<input type="checkbox"/>	Provides copies of or links to relevant recovery documents contingent upon the stage of the mission
<input type="checkbox"/>	Provides a copy of the current staffing and call-down list, with an explanation of how it is performed

<input checked="" type="checkbox"/>	<b>Getting Oriented to the JFO</b>
<b>After check-in has concluded, it is encouraged that staff gain awareness of established safety procedures, as follows:</b>	
<input type="checkbox"/>	Attend any safety briefings that are offered
<input type="checkbox"/>	Review the safety resources available at the JFO
<input type="checkbox"/>	Learn the location of the nearest clinic or hospital
<input type="checkbox"/>	Learn how to hail emergency services, if applicable
<input type="checkbox"/>	Practice situational awareness (for example, streetlights and traffic signals may not be functioning)
<input type="checkbox"/>	Seek out briefings/guidance to learn about and understand the culture of the impacted area (cultural sensitivity orientations are sometimes offered in the JFO)



### **Field Coordinator TIP!**

Key Terms in the Field:

**Activation:** When a federal agency is asked to provide support to an actual or potential disaster incident from their primary work location (i.e., participate in information-sharing teleconferences, video teleconferences, and email communication).

**Deployment:** When a federal agency recovery asset is asked to mobilize to the field (JFO/JRO) to provide support to an actual or potential disaster incident in support of an FDRO-RSF operation.

**Rotation:** Occasionally, staff assigned to a disaster recovery mission may leave for short periods of time, which are called “rotations.” Generally, this indicates staff will be returning to their recovery role after this break but may not be available for a specified period of time.

**Demobilize:** This indicates a staff person’s assignment to the field is ending. When a Field Coordinator hears this term, they should ask which new staff person will be take over a particular role, such as a Hazard Mitigation Advisor or the Field Coordinator for a particular RSF. Field Coordinators will need to anticipate staff changes and quickly bring new colleagues up to speed to continue collaborations on key initiatives.

**Call Down:** On a disaster recovery mission, the safety and security of the federal team members is a priority. There may be occasions when FEMA needs to reach all deployed staff quickly to impart information about inclement weather, logistics, or other changing situations. In such cases, individuals “call down” all members of a mission on a contact list until they have contacted each one. Field staff should make sure that their contact information is up to date in the event of a “call down.”

**Stand-Up:** These are generally quick meetings held frequently to ensure all members of the mission are informed about upcoming events, meetings, and other information. These meetings may be “all hands,” meaning all staff are expected to be present, or they may be for a smaller set of staff. If they are unsure, field staff should ask which meetings they are expected to attend on a daily, weekly, or other basis.

## **Recovery Coordination Structures**

The Recovery FIOP establishes a recovery coordination structure to facilitate coordination and collaboration for disaster-impacted communities, using staff and resources stationed nationally. This structure can help deployed staff understand their role within the larger recovery organization and let them know about valuable resources. The organizational structure with IRC

under Operations and the IRC and Coordinating Relationships of RSFs are shown in [Figure 14](#) and [Figure 15](#), respectively.

If a disaster is multi-state, it may also be multi-region (FEMA and EDA). In these complex situations, it is important to be cognizant of the various boundaries, including those set by the state, territory, tribe, FEMA, or other federal agency programs.

JFOs are based on disaster declarations by state, but long-term federal commitment may result in a combined field recovery office that covers multiple jurisdictions. In such cases, Geographic Information Systems (GIS) specialists help by preparing briefing maps at the onset of the mission.

### **Key JFO Personnel and Roles**

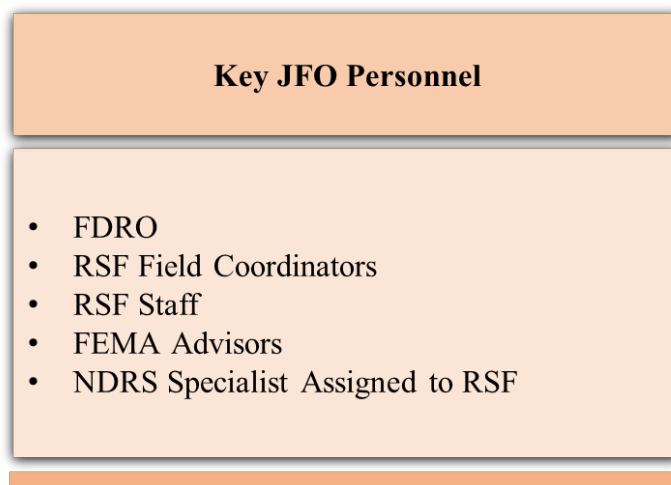
On their first day at the JFO, Field Coordinators meet with FEMA leadership and integrate with their team, including the FDRO, other RSF Field Coordinators and staff, and the NDRS Specialist assigned to the Economic RSF. Field Coordinators also link up with FEMA senior and support staff and advisors, who are there to guide the Economic RSF and make sure it succeeds.

The JFO also houses other divisions of FEMA and federal agencies, as well as local emergency management teams.

The RCG, which is staffed by FEMA’s NDRS cadre, supports the IRC operation, including the Economic RSF team. The RCG distributes daily communications to IRC staff (including the Economic RSF Field Coordinator), organizes workspace setup, and manages IRC calendars and events. The RCG also gathers information from IRC staff for JFO reporting requirements and supports RSF staff in organizing the needs assessment and recovery reporting process. NDRS Specialists may also document meetings attended by the RSF or develop products related to RSF work in the field.

The figure below lists the key personnel at the JFO.

**Figure 17: Key JFO Personnel**





## Key JFO Meetings

The National Coordinator works with the Economic RSF Field Coordinator to organize an initial in-person meeting or teleconference with primary Economic RSF federal partner agencies, and to envision and structure ways for the agencies to collaborate. Field Coordinators need to have a strong connection with these agencies to stay in the loop about recovery projects and to keep tabs on their discussions with local counterparts.

### Required JFO Meetings

- The **FDRO and RSF Leads hold daily or weekly meetings** to keep the Economic RSF up-to-date.
- Field Coordinators bring their ideas about opportunities to assist local partners to the FDRO at **weekly one-on-one or group senior leadership meetings**, where they can also consult with the FDRO about any obstacles they have encountered.
- Field Coordinators hold **periodic meetings with the other RSFs** to make sure they understand their priorities, and to collaborate on cross-cutting initiatives.
- Representatives from the Economic RSF should be present at **public meetings and local partner planning meetings** about economic recovery and resilience.

## Leadership at the JFO

Leadership positions and their associated roles at the JFO include, but are not limited to, those shown in the following table.

**Table 25: Leadership Positions and Roles at the JFO**

Leadership Positions and Roles at the JFO	
<b>FCO</b>	<ul style="list-style-type: none"> <li>• Senior federal official (typically a FEMA staff member) designated to oversee the federal response to, and recovery from, emergencies and major disasters.</li> <li>• Executes the authorities of the Stafford Act, including the commitment of FEMA resources and the issuance of MAs.</li> <li>• Primary representative for Stafford Act events with whom the SCO/TCO and SLTT government officials and non-governmental partners determine needs and set outcomes and objectives for recovery.</li> </ul>

<b>Leadership Positions and Roles at the JFO</b>	
<b>FDRO</b>	<ul style="list-style-type: none"> <li>• Leads IRC operations - responsible for the overall management of the federal response, short-term and intermediate recovery, and mitigation activities for the incident.</li> <li>• Leads the NDRS Cadre in multi-stakeholder disaster recovery planning coordination and collaboration.</li> <li>• Supports the FCO through coordination with the Operations Section Chief (OSC) for SLTT engagement to identify recovery outcomes.</li> <li>• Leverages RSF expertise to support capacity building in recovery management and process at all levels of SLTT.</li> <li>• Keeps the OSC apprised of resource, safety, and workspace needs, including overall operational responsibilities for coordination and transition of IRC operations to regional staff or JRO.</li> </ul>
<b>State/Tribe/Territory</b>	<ul style="list-style-type: none"> <li>• Appoints an SCO or TCO with whom the FCO will set post-disaster recovery outcomes and objectives for disaster recovery activities. The SCO or TCO will direct activities for State/Tribal/Territorial departments and agencies.</li> </ul>
<b>RSFs</b>	<ul style="list-style-type: none"> <li>• The six RSFs include representatives from federal, state, and local agencies or authorities who provide support services in disaster recovery, for a specific disaster, recovery topic, or issue.</li> <li>• Each RSF has coordinating, primary, and supporting partner agencies, and may also consist of temporary local hires, reactivated reservists, rehired annuitants, or contractors.</li> <li>• FEMA may assign a liaison to each RSF.</li> </ul>
<b>FEMA Programs: IA, Infrastructure (PA), and Mitigation Branch Directors; Environmental and Historic Preservation (EHP) Manager</b>	<ul style="list-style-type: none"> <li>• Oversees timely and effective management and implementation of Stafford Act programs.</li> <li>• Ensures resources are in place to meet operational objectives.</li> <li>• Collaborate with federal interagency partners on SLTT recovery issues that fall outside of program scope.</li> </ul>

<b>Leadership Positions and Roles at the JFO</b>	
<b>Advisors</b>	
<ul style="list-style-type: none"> <li>• Available as a resource on a case-by-case basis.</li> <li>• Usually located in the same area of the JFO as RSF staff/Field Coordinators.</li> </ul> <p>Key Advisors are described below:</p>	
<b>Mitigation Advisor</b>	<ul style="list-style-type: none"> <li>• Gathers initial impact information; coordinates with the HM Branch; works with SLTT government agencies, federal partners, and RSFs; and facilitates/informs mitigation opportunities to the FDRO and RSF Field Coordinators relating to regional risk reduction/resiliency and whole community recovery.</li> </ul>
<b>EHP Advisor (EHAD)/UFR Advisor</b>	<ul style="list-style-type: none"> <li>• Responsible for identifying opportunities for coordination among RSFs related to environmental or historical preservation.</li> <li>• UFR Advisor provides expertise for the implementation of the UFR process and determines specific tools and mechanisms required to further EHP compliance for the disaster.</li> </ul>
<b>FEMA EA Advisor</b>	<ul style="list-style-type: none"> <li>• Appointed to provide recovery-related information to affected audiences, such as the private sector, local population, media, U.S. Congress, and SLTT governments.</li> </ul>
<b>Philanthropic Advisor</b>	<ul style="list-style-type: none"> <li>• Meets with philanthropic partners, learns about their strategies, goes out into communities to identify unmet needs, and brokers partnerships with potential funders.</li> </ul>
<b>Sustainability Advisor</b>	<ul style="list-style-type: none"> <li>• Usually deployed through EPA – they advise FDRO, RSFs, and federal and SLTT government partners on sustainable communities and infrastructure, climate change adaptation, green and energy efficient growth, and materials and products for recovery planning, development, and construction.</li> </ul>
<b>Office of Disability Integration and Coordination</b>	<ul style="list-style-type: none"> <li>• Leads FEMA’s commitment to achieving whole community emergency management, including individuals with access and functional needs.</li> <li>• Provides guidance, tools, methods, and strategies to establish equal physical, programmatic, and communication access.</li> </ul>

## Appendix I: Self-Care at the JFO

JFOs are often bustling and noisy, especially early in a major recovery effort. Living situations for field staff can be chaotic, too: after large disasters, displaced residents and an influx of disaster workers can strain the number and location of hotel rooms. It is easy to get wrapped up in the fast pace and long hours at the JFO, so it is important for field staff to take good care of themselves.

The following tips and techniques are simple steps anyone needing to manage stress can incorporate into their busy schedules.

- **Take time for yourself:** Having a calm, peaceful setting can help you relax and reset for the day ahead. Playing soft music or finding a comfortable place to rest is encouraged. Let people around you know you need time to yourself and ask not to be interrupted.
- **Relax and breathe:** Mindful breathing is a way to help you relax and clear your mind. Breathing exercises can be done anywhere, anytime, and require no special equipment.
- **Writing, journaling, drawing:** Whatever your preference is, putting your thoughts on paper can help clear your mind and help de-stress.
- **Share with others:** For some people, talking through their thoughts, feelings and concerns is a form of stress relief. It can help to know you are not alone.
- **Acknowledge stress:** After a traumatic event, physical or emotional reactions are common. Reactions may appear shortly after the event or sometime later. Examples are fear, sadness, shock, confusion, oversensitivity, or anxiety. Behavioral changes might include withdrawal, loss of appetite, or emotional outbursts. Consider how you have been feeling or acting and seek out professional assistance when necessary.
- **Identify your personal stress management techniques:** Think about an extremely stressful situation from the past. What did you do that made you feel better? Some people like to sit on the beach, take a walk in the woods, go fishing, or sing. Other people exercise, read, cook, or write. Find what works for you.
- **Attend to your physical well-being:** Self-care when you are not under stress can be just as important. General good health and a balanced lifestyle will help with personal resilience. Eat a well-balanced diet, exercise, drink plenty of water, and get enough sleep.

## Appendix J: Tools, Training Resources, and References

This section provides important links to tools, resources, directories, and best practices that will assist field staff with executing effective disaster recovery work. It is important to leverage training and resources that help identify opportunities and effectively facilitate information-sharing in order to support community disaster recovery.

Trainings help provide overall operating principles, linkages to key players, and coordination structures that guide and support federal disaster recovery efforts.

Tools such as Max Analytics can be used to analyze and visualize data from Max Collect (accessed through [www.max.gov](http://www.max.gov)) and other data sources. Max Analytics has an easy-to-use interface to develop queries and has the ability to publish information in multiple formats including spreadsheets, PDFs, and other web dashboards.

### Economic Data and Spatial Analysis Tools

There are a number of tools that will assist field staff with key operational activities, including spatial analysis/mapping and economic analysis tools.

#### *Tools and Resources*

- [U.S. Cluster Mapping Data Tools \(PDF\)](#) - These tools are designed to store, retrieve, manage, and analyze all types of geographic and spatial analysis. The use of this software helps produce maps and other graphic displays of geographic information for analysis and presentation.
- [EDA Stats America: Data and analysis tools to support regional competitiveness in a knowledge-based economy \(PDF\)](#).
- National Association of Development Organizations (NADO) Disaster Resilience: includes resources on pre-disaster mitigation and post-disaster response and recovery. <https://www.nado.org/category/resources/disaster-recovery/>
- EDA partnered with the International Economic Development Council (IEDC) to produce a suite of economic recovery informational tools, which can be found at [RestoreYourEconomy.org](http://RestoreYourEconomy.org). Examples include:
  - [Leadership in Times of Crisis toolkit](#) for resources and information, as well as links to recovery information.
  - A webinar recording on [prioritizing economic recovery after a major disaster](#) features efforts after the Joplin tornado and Jefferson Parish's recovery from Katrina.
  - A webinar recording on [securing capital for recovery and redevelopment](#) is available for listening on [RestoreYourEconomy.org](http://RestoreYourEconomy.org).

- A webinar recording on [building organizational capacity in rural areas](#) features economic recovery efforts in communities impacted by Hurricane Katrina, the BP oil spill, and an EF-3 tornado.
- [\(NADO\) Issue brief summarizes recent research and practice on economic and community resiliency, including a potential framework for regional development organizations to use in preparing and responding to economic shocks \(PDF\)](#).
- EDA-Supported Disaster Recovery Reports
- [Economic Resiliency Review for Colorado Following the Sept. 2013 Floods \(PDF\)](#)
- [Economic Resilience Strategy Report for Oklahoma Following the May 2013 Tornadoes \(PDF\)](#)
- SLTT Resources
- Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents (**max.gov**)
- The Long-Term Community Recovery Planning Process: A Self-Help Guide (**max.gov**)
- [Disaster Resource Library](#) (Dashboard on **max.gov**)

### *Best Practices*

Best practices and lessons learned can improve the performance and efficiency of disaster recovery efforts in specific areas.

- Leadership in a Time of Crisis: A Toolkit for Economic Recovery and Resiliency. <http://restoreyoureconomy.org/toolkit/>
- [Recovery Lessons Learned and Information Sharing: FEMA’s national online network for the exchange of ideas surrounding the Disaster Recovery Community \(PDF\)](#)
- Case Studies: The Role of Public-Private Partnership in Economic Recovery and Economic Resiliency. EDA Economic Adjustment Assistance Project No. 08-06-05058 [http://restoreyoureconomy.org/wp-content/uploads/2017/09/Public\\_Private\\_Partnership\\_Paper.pdf](http://restoreyoureconomy.org/wp-content/uploads/2017/09/Public_Private_Partnership_Paper.pdf)
- [The Community Recovery Management Toolkit \(CRMT\)](#) is a compilation of guidance, case studies, tools, and training to assist local communities in managing long-term recovery post-disaster.
- Effective Coordination of Recovery Resources for SLTT Incidents ([Max.gov](#))
- The Long-Term Community Recovery Planning Process: A Self-Help Guide ([Max.gov](#))

## Training Resources

### *FEMA Pre-Deployment Training*

The following are recommended prior to any deployment.

- IS-2900 NDRF Overview, available online at:  
<https://training.fema.gov/is/courseoverview.aspx?code=IS-2900>

### *FEMA Trainings Required and Available for all RSF Field Staff*

- RSFLG IRC Training – Max Community Training (Accessed through Max.gov):
  - E0209 State Recovery Planning and Coordination (July 23-26, 2018)
  - E0089 NDRF Leadership Workshop: Drought, Rural, and Agricultural Focus (June 20-August 2, 2018)
  - 24/7 Training: NDRF Overview, RSF Just-in-Time Training (in development)
  - E0210 Recovery from Disaster: The Local Community Roles (August 27 – 30, 2018)

### *Economic RSF Specific Training (Plan for Developing a Training Program)*

Members of a deployed Economic RSF field team should have the training and experience to feel comfortable undertaking the required tasks of disaster recovery. Currently, some of that training is delivered as an orientation at the JFO or by a fellow Field Coordinator, who may have arrived at the JFO earlier.

EDA has also prepared some training materials, a website, and staff webinars (<https://www.eda.gov/programs/disaster-recovery/>). However, a comprehensive training will be developed to adequately prepare cadre members to successfully perform the roles and responsibilities required under the Economic RSF in upcoming months. The information listed below provides examples of content that can be leveraged for the development of training courses.

### Examples of Content that Can Be Leveraged for Development of Training Courses

- In 2016, FEMA’s National Training and Education Division (NTED) awarded a grant to the National Center for Disaster Preparedness (NCDP) at Columbia University for the development and delivery of economic recovery training for SLTT leaders. (<https://www.fema.gov/continuing-training-grants> and [www.max.gov](http://www.max.gov)).
- DOC/EDA, in partnership with the Delta Regional Authority (DRA), provided grant funding to the IEDC to develop and execute economic recovery and economic resiliency planning workshops. <https://www.eda.gov/programs/disaster-recovery/>
- EDA has engaged a contractor to develop an economic recovery and resiliency course to be delivered to Economic RSF Field Coordinators and regional representatives of the primary and supporting partner agencies. An example of this is the 2014 EDA Resilience in Economic Development Planning for Colorado Flooding: DR 4145; [https://www.eda.gov/files/about/disaster-recovery/EDA\\_CO-Economic-Resilience-Planning\\_Oct2014.pdf](https://www.eda.gov/files/about/disaster-recovery/EDA_CO-Economic-Resilience-Planning_Oct2014.pdf)
- In January 2017, the Economic RSF hosted its first Agriculture, Business, and Community (ABC) Forum in Louisiana, and in March 2017 the RSF supported the Kitschier-Delta Regional Planning and Development District, Imperial Calcasieu Planning and Development Commission and Louisiana Economic Development at the Resources for Louisiana’s Resources Summit. Resources from this work can be found here: <https://community.max.gov/display/CrossAgencyExternal/DR-4277-LA+RSF%3A+Economic+Recovery>

### *Description of Economic RSF Training in Development*

- 24/7 Training
- Economic RSF Supplement to the Just-In-Time Training (in development)

### *Additional Optional Training*

- Restore Your Economy 2017 Webinar Series. <http://restoreyoureconomy.org/toolkit/>
- FEMA Emergency Management Institute (EMI) – Independent Study Program (<https://training.fema.gov/emi.aspx>)
- National Prevention Framework, An Introduction (IS-2500, IS-2600)
- FEMA Safety Orientation (IS – 35.18)
- Preparing for Federal Disaster Operations – FEMA Response Partners (IS -102.c)
- The Role of Voluntary Organizations in Emergency Management e.g., VOADS (IS – 288.a)



- Emergency Preparedness for Federal Employees (IS – 450)
- Improving Preparedness and Resilience through Public and Private Partnerships (IS – 662)
- Emergency Management for Senior Officials such as National Coordinators (IS–908)
- Retail Security Awareness: Understanding the Hidden Hazards (IS-912)
  - The targeted audience for this training is retail managers, loss prevention specialists, risk management specialists, product managers, sales associates, and others involved in retail operations.

## **Other Important Resources**

### *FEMA Disaster Recovery Resources*

- [National Disaster Recovery Framework](#)
- [Recovery FIOP \(Annex D: Economic\)](#)
- [Economic RSF Strategic Readiness Plan \(SRP\)](#)
- [Integrated Operations Toolkit \(RSFLG Max.gov\)](#)
- [2019 FIRRA](#)

### *Mitigation*

- National Mitigation Investment Strategy (August 2019)

### *Interagency Resources*

- *Resilience in Economic Development Planning*: This report was prepared by EDA with assistance from FEMA through the Economic RSF under the NDRF:  
[https://www.eda.gov/files/about/disaster-recovery/EDA\\_CO-Economic-Resilience-Planning\\_Oct2014.pdf](https://www.eda.gov/files/about/disaster-recovery/EDA_CO-Economic-Resilience-Planning_Oct2014.pdf)
- [HSS RSF SRP](#)
- [Economic RSF SRP](#)
- [Housing RSF SRP](#)
- [IS RSF SRP](#)
- [CPCB RSF SRP](#)

### *Agency Directories and Contact Information*

- [State Emergency Management Agencies Directory](#)
- [National Voluntary Organizations Active in Disasters \(NVOAD\)](#)

- RestoreYourEconomy.org: Funded by EDA, RestoreYourEconomy.org provides resources and best practice information for public and private stakeholders seeking to rebuild their local economies after a disaster, as well as assisting the business community in preparing for a disaster. <http://restoreyoureconomy.org/>

**Appendix K: Economic RSF Weekly Check-In Template**



<b>TOPIC</b>	Economic Recovery Weekly Status Report
<b>PREPARED BY</b>	
<b>JOINT RECOVERY OFFICE</b>	
<b>REPORTING PERIOD</b>	
<b>SUBMISSION DATE</b>	9

<b>ERSF PRIMARY PARTNER AGENCIES</b>	<b>AGENCY ERSF POC NAME</b>	<b>ACTIVE AS OF</b>	<b>JFO ON-SITE?</b>	
D.FCO/FDRC DHS-FEMA			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
DOC			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
SBA			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
USDA			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
DHS FEMA			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
DOL			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Treasury			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
<b>SUPPORTING ORGANIZATIONS</b>	<b>AGENCY ERSF POC NAME</b>	<b>ACTIVE AS OF</b>	<b>JFO ON-SITE?</b>	
Office of Insular Affairs			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
HHS			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
HUD			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Interior			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
EPA			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

ECONOMIC RECOVERY SUPPORT FUNCTION  
FIELD OPERATIONS MANUAL – JUNE 2021

Corporation for National and Community Service			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
State Department			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GSA			<input type="checkbox"/> Yes	<input type="checkbox"/> No
Infrastructure USACE			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Mitigation Advisor DHS-FEMA			<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
UFR Advisor			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Philanthropic Advisor			<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

**ERSF Milestone Status Update**

**1. Mission Scoping Assessment (MSA) / Incident Strategic Plan (ISP)**

Completion Deadline:

**2. Recovery Support Strategy Matrix (RSS Matrix) – Specific to USVI, Matrix does not contain an RSS narrative**

Completion Deadline:

**3. Reporting Period Accomplishments:**

Notable interactions with key stakeholders and other colleagues involved in recovery efforts are summarized below:

**4. Reporting Period Risks and Unresolved Delays**

## Appendix L: Accessing and Sharing Documents

Field Coordinators and JFO/JRO staff use several programs to track, monitor, and oversee progress on recovery efforts.

**Max.gov Federal Community** is a platform that allows federal and non-federal partners to share information and resources. It is a resource at both the national level and for individual disaster operations. Field staff should establish a Max.gov account using their federal email address prior to deployment by utilizing the following steps.

- Click “Register Now” on the Max.gov homepage.
- Complete the New User Registration Form.
- Follow the steps noted in the registration email.
- Confirm receipt of the Max.gov account creation email and create a password.

For non-federal partners, submit a request to the Max Community Group Administrator for assistance with the sponsorship and registration process. If group name is unknown and need assistance, contact [traxsupport@max.gov](mailto:traxsupport@max.gov).

IRC partners use the **RSFLG IRC Dashboard site on Max.gov**. The site launched in September 2016, and IRC partners have used it in multiple disaster operations. Tools on the RSFLG IRC Dashboard include:

- An interagency calendar
- A national page for each RSF
- Pages for active and past disaster operations
- A document library with important records, including the initial assessment (or equivalent documentation) as well as scoping/needs assessment and recovery options documentation

**MAX TRAX** is a collaborative, web-based platform for capturing recovery challenges, strategies, and actions, and tracking workflows during disaster operations. This tool provides greater visibility on recovery actions and allows users to organize work, assign tasks, and track progress. When staff demobilize and new staff arrive, having the recovery challenges, strategies, and actions documented in MAX TRAX can aid in efficiency and continuity in disaster operations. To access MAX TRAX, a user should:



### Field Coordinator TIP!

Deployed staff will need to request access to printers and other needed technology upon arrival at the JFO/JRO.

FEMA MAX TRAX staff will provide training and guidance to Field Coordinators in the use of Max.gov and MAX TRAX. Field Coordinators should work to familiarize themselves with these collaborative platforms. MAX TRAX has been used on recent operations as a tool for capturing and tracking recovery issues and associated recovery strategies developed by the RSFs. MAX support can help with navigating its use, and if deployed, NDRS Specialists can help RSFs with MAX and MAX TRAX.

- Obtain a Max.gov account; and
- Email [traxsupport@max.gov](mailto:traxsupport@max.gov) to request access.

The **MAX TRAX Service Desk and Help Center** can assist users with:

- General MAX TRAX problems and questions
- Suggestions or feedback to improve MAX TRAX and meet specific needs
- Access requests for new MAX TRAX project pages
- Finding information in the IRC knowledge base

**WebEOC** is a disaster management system for federal agency resources, operations, planning, and finances. It provides real-time information to authorized users through automated processes for effective incident management. Administrators customize permissions based on incidents and positions. FEMA and OFA personnel often use WebEOC for personnel and resource requests. OFA personnel, including Field Coordinators, need to be familiar with WebEOC to manage the required period of performance (POP), funding, and scope of work (SOW) program deliverables. Requests to extend the POP or funding are allowable, as long as the SOW remains the same. Should the SOW change, a new MA will be required. MA extensions require an updated expenditures report and a new program cost burn rate along with the proposed POP dates.

**The Geospatial and Data Analytics Cell (GDAC)** compiles maps and data for RSFs. FEMA's GIS specialists analyze data across disciplines and coordinate with data professionals in other federal agencies to capture pre-existing conditions and disaster impacts and inform post-disaster recovery. GDAC creates maps, charts, and reports, which may inform how recovery will be shaped, as well as describe the cumulative impacts of a disaster.

**Deployment Tracking System (DTS) Responder or DTS Deployer:** DTS Responder is the staff-level information system for disaster responder staff to manage individual deployment information. The responder's profile information includes deployed position, disaster location, deployment order, training, lodging, daily accountability, and other information. DTS Deployer is the managing system for all responder staff and all disasters.

## Appendix M: Community Lifelines and National Mitigation Investment Strategy

### Community Lifelines

Short-term activities such as community lifelines, property protection, and other measures intended to neutralize the immediate threat to life, environment, and property and to stabilize the community take place during disaster response, but influence recovery activities. Mitigation and response activities require close coordination with recovery partners to help communities establish recovery goals early in a mission and build on existing activities and resources to address recovery needs.

Community Lifelines are the network of assets, services, and capabilities that communities rely on for day-to-day support and are critical to reestablish during a disaster response. These lifelines, shown in the figure below, are essential to human health, safety, and economic security. They also support the continuous operation of critical government and business functions (*Community Lifelines Implementation Toolkit*, Version 2.0, November 2019). The figure below shows the seven Community Lifelines.

**Figure 18: Community Lifelines**



Post-disaster response operations first focus on stabilizing Community Lifelines. Once these fundamental lifelines are stable, recovery operations can begin.

RSFs engage in mitigation activities to reduce Community Lifeline vulnerability. Mitigation activities bolster the resilience of community lifelines for faster response and recovery operations in future disasters.

RSFs may request input from ESFs on missions related to lifeline stabilization. Although FEMA initially developed the concept of Community Lifelines as a tool to support disaster response planning and operations, the concept is useful across the entire preparedness cycle. For example, the ESFs coordinate to stabilize community lifelines and achieve targets before attention turns to recovery, but RSFs may request input from ESFs on missions related to lifeline stabilization. Recovery operations should include efforts to prevent and mitigate potential impacts to Community Lifelines.

## National Mitigation Investment Strategy

The goal of the recovery operation is to build back better, ensure the community is more resilient, and reduce and mitigate future risks. Mitigation strategies to reduce lifeline vulnerability are a key component of RSFs' recovery operations. This section introduces the **National Mitigation Investment Strategy (Investment Strategy)** detailed in the August 2019 *National Mitigation Investment Strategy* document and summarized on FEMA's website at:

<https://www.fema.gov/national-mitigation-investment-strategy>. This section also presents resources that provide support and guidance related to mitigation.

The MitFLG includes federal government representatives and selected SLTT membership. MitFLG members work together to make sure that federal efforts are integrated with whole community priorities and initiatives.

In 2012, Hurricane Sandy caused such devastation that the Government Accountability Office (GAO) identified a need for a coordinated federal investment strategy for mitigation that would reduce the nation's vulnerability to disaster-related losses. In response, the MitFLG produced the Investment Strategy, which invites the whole community – federal agencies, non-federal partners, and even individuals – to be more intentional about setting resilience and mitigation investment priorities. Mitigation prevents natural hazards from causing disastrous impacts to a community.

Mitigation activities:

- Reduce risks and impacts to buildings, infrastructure, ecosystems, and cultural, historic, and natural resources
- Improve resilience
- Reduce loss of life and property by lessening the impact of disasters

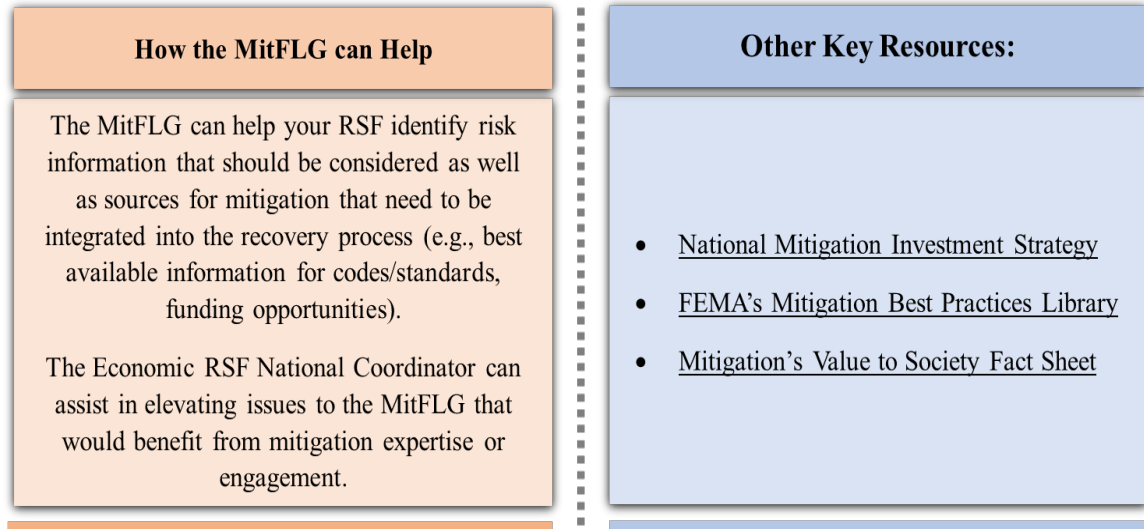
The Investment Strategy establishes a vision to save lives and reduce financial losses nationwide by investing in mitigation resources and activities such as:

- **Building to disaster-resistant codes or standards**
  - e.g., infrastructure that can withstand severe storms
- **Collecting and sharing data that identifies disaster risk**
  - e.g., flood maps
- **Aligning funding requirements and incentives to make mitigation activities possible**
  - e.g., mitigation grants and loans can be combined to fund projects; hazard insurance, such as earthquake and flood, rewards policy holders for reducing risk
- **Identifying weaknesses that increase disaster risk**
  - e.g., vulnerability and capability assessments
- **Sharing expertise and advice on how to mitigate**
  - e.g., personnel, planning knowledge, and leading practices



The figure below describes how the MitFLG supports the RSFs and lists key mitigation resources.

**Figure 19: MitFLG Support and Resources**



*National Mitigation Investment Strategy:* [https://www.fema.gov/sites/default/files/2020-10/fema\\_national-mitigation-investment-strategy.pdf](https://www.fema.gov/sites/default/files/2020-10/fema_national-mitigation-investment-strategy.pdf)

*FEMA's Mitigation Best Practices Library:* <https://www.fema.gov/mitigation-best-practices>

*Mitigation's Value to Your Community Fact Sheet:* [https://www.fema.gov/sites/default/files/2020-10/fema\\_mitigation-value-to-community\\_fact-sheet.pdf](https://www.fema.gov/sites/default/files/2020-10/fema_mitigation-value-to-community_fact-sheet.pdf)

## The Disaster Recovery Reform Act of 2018 (DRRA)

<https://www.fema.gov/disaster-recovery-reform-act-2018>

The DRRA contains 56 distinct provisions that amend the Stafford Act to build the nation's capacity for the next catastrophic event. Examples of the provisions as they relate to FEMA include, but are not limited to, the following:

- Provides assistance under its Hazard Mitigation Grant Program (HMGP) and Pre-Disaster Mitigation program for activities related to wildfire and windstorm disaster mitigation.
- Authorizes FEMA to provide assistance under the HMGP and Pre-Disaster Mitigation Pfor activities that help reduce the risk of future damage in areas affected by earthquake hazards.
- Provides assistance to SLTTs for building code and floodplain management ordinance administration and enforcement.
- Authorizes FEMA to provide PA program funding to replace and restore disaster-damaged facilities to the latest published editions of relevant codes and standards.

**Appendix N: Field Operations Employee Deployment Checklist (sample)**

The intent of this document is to provide you with a roadmap for specific responsibilities, documents, and other items that you will need to deploy. This document also offers specific eligible and ineligible items and information. While this roadmap is useful, it does not encompass everything you will need or need to know. Please familiarize yourself with the FOM and all accompanying documents to ensure you are prepared and that you have the best guidance for your experience.

<b>NAME</b>	<b>AGENCY</b>	<b>TITLE</b>	<b>DEPLOYMENT LOCATION</b>	<b>START/END DATES</b>	<b>DISASTER</b>
<b>Interagency Partner(s)</b>	<b>Interagency Contact Name &amp; Title</b>	<b>Interagency Contact Role in Deployment</b>	<b>Interagency Cell Phone</b>	<b>Interagency Hotel Info</b>	<b>Interagency Work Email</b>

**KEY DOCUMENTS/ITEMS THAT TRAVEL WITH YOU:**

**Personal**

- License
- Passport (as needed)
- Cash Money
- Credit Cards
- Airline Info
- Rental Car Info
- Hotel Info
- Emergency Contact Info

**Work**

- Deployment Orders
- Work PIV/ID
- Work Computer & phone
- Orders or Directives associated with the assignment
- Manual & Accompanying Documents
- Interagency Partner Contact Information
- Listing of all forms you will need to complete (copies if possible)
- Any developed Plans or research on the Disaster area
- Listing of Ineligible Costs/Activities/-Behaviors (while deployed)
- Mileage & Expense Tracker
- Draft Agendas/List of Objectives for Week 1
- Glossary of Terms, Names and Acronyms as Quick Reference
- At-A-Glance Listing of Partner Programs/Purpose