

ECONOMIC AND COMMUNITY RECOVERY

Capability Definition

Economic and Community Recovery is the capability to implement short- and long-term recovery and mitigation processes after an incident. This will include identifying the extent of damage caused by an incident, conducting thorough post-event assessments and determining and providing the support needed for recovery and restoration activities to minimize future loss from a similar event.

Outcome

Economic impact is estimated; priorities are set for recovery activities; business disruption is minimized; and individuals and families are provided with appropriate levels and types of relief with minimal delay.

Relationship to National Response Plan Emergency Support Function (ESF)/Annex

This capability supports the following Emergency Support Functions (ESFs):

ESF#6: Mass Care, Housing, and Human Services

ESF#14: Long-Term Community Recovery and Mitigation

Preparedness Tasks and Measures/Metrics

Activity: <i>Develop and Maintain Plans, Procedures, Programs, and Systems</i>	
Critical Tasks	
Rec.C3b 1.1.1	Develop resumption, restoration, and recovery plans
Rec.C3b 1.4	Coordinate recovery and mitigation planning
Preparedness Measures	Metrics
Resumption, restoration, and recovery plans in place	Yes/No
Protocols for ensuring access to qualified personnel (e.g., loan officers, community planning officers, development officers, etc.) are in place	Yes/No
Processes are in place for mobilizing personnel to support economic and community recovery operations	Yes/No
Plans address the assessment and prioritization of recovery needs	Yes/No
Plans include processes for providing monetary relief (e.g. notify businesses and individuals of disaster relief reimbursement vehicles, provide financial counseling)	Yes/No
Plans include processes for providing non-monetary direct assistance (e.g. facilitate recovery activities related to public works and engineering, provide temporary housing, initiate crisis counseling).	Yes/No
Plans address demobilization (e.g. personnel and equipment are returned to normal operations, appropriate documentation is completed).	Yes/No
Recovery and mitigation planning efforts are coordinated with existing or ongoing	Yes/No

Activity: <i>Develop and Maintain Plans, Procedures, Programs, and Systems</i>	
Continuity of Operations Plan (COOP)	
Private sector and voluntary agency input are reflected in planning process	Yes/No
Appropriate insurance coverage policies are in place	Yes/No
Each functional area has qualified personnel	Yes/No
Protocols for locating and recalling staff during recovery process are in place	Yes/No
Continuity of Operations Plans (COOP) are in place	Yes/No
Debris management priorities have been established, to include improving restoration of key community functions and critical infrastructures	Yes/No
Plan addresses the coordination of economic and community recovery operations (e.g., prioritizing recovery sequence, requesting State and Federal aid, establishing long-term goals, etc.)	Yes/No

Activity: <i>Develop and Maintain Training and Exercise Programs</i>	
Critical Tasks	
Rec.C3b 2.1.1	Develop and conduct training in stabilization and recovery
Rec.C3b 2.2.1	Exercise recovery plans
Preparedness Measures	Metric
Personnel are trained in stabilization and recovery plans	Yes/No
Recovery Plans are exercised	Yes/No

Performance Tasks and Measures/Metrics

Activity: <i>Direct Economic and Community Recovery Operations</i>	
Definition: Command and control economic and community recovery operations, facilitate prioritization of economic assistance for businesses, individuals, and governments, and ensure that both monetary and non-monetary assistance relief is provided to minimize the negative economic effects of the incident	
Critical Tasks	
Rec.C3b 3.4	Coordinate regional and State support for community recovery and rehabilitation services
Rec.C3b 3.2	Prioritize recovery sequence for economic and community recovery
Rec.C3b 3.3	Coordinate the request for State/Federal aid
Rec.C3b 3.6	Establish long-term recovery goals
Performance Measures	Metric
Time in which a recovery plan is implemented	Within 48 hours from need to activate plan

Debris management strategies are implemented immediately and continuously	Yes/No
Assessment and implementation of appropriate changes to codes and code enforcement begins immediately and continuously	Beginning immediately and continuing
Time in which efforts to coordinate with nonprofit sector and relief NGOs is initiated	Within 48 hours from incident
Time in which jurisdiction begins to estimate the social and economic consequences of an event in the affected area	Within 7 days from incident
Time in which meetings with private industries and NGOs on long-term community recovery begin	Within 30 days from incident
Mitigation plan is implemented	Yes/No
Time in which estimates of social and economic consequences of an event in affected area are refined	Within 30 days
Time in which property damage mitigation initiatives are implemented	Within 90 days
Recovery efforts are coordinated with other levels of government	Yes/No
Time in which an assessment of the effectiveness of recovery planning and mitigation efforts is initiated	Within 12 months from the event

Activity: <i>Activate Economic and Community Recovery</i>	
Definition: Alert recovery program staff of need for services, conduct notification, dispatch, and other staff mobilization activities as necessary to begin recovery activities	
Critical Tasks	
Rec.C3b 4.2	Establish community recovery assistance programs
Rec.C3b 4.1	Conduct dispatch and notification for economic and community recovery personnel.
Rec.C3b 4.1.1	Mobilize requests for technical experts to assist in recovery efforts.
Rec.C3b 4.3	Implement Federal assistance programs
Rec.C3b 4.4	Implement State, regional, tribal, and local assistance and recovery plans
Rec.C3b 4.2.4	Implement private-sector recovery, local assistance, and recovery and mitigation plans
Performance Measures	Metric
Percent of notified personnel who report	100%

Activity: <i>Assess and Prioritize Recovery Needs</i>	
Definition: Assess economic recession in order to prioritize monetary and non-monetary relief	
Critical Tasks	
Rec.C3b 5.1	Conduct post-event assessment and planning to effect successful long-term recovery, including the mitigation of damages from future disasters
Rec.C3b 5.2	Assess the situation and forecast economic needs for victims

Performance Measures	Metric
Time in which 50 percent of impacted individuals and business are registered for disaster assistance	Within 60 days from when assistance is available

Activity: *Provide Monetary Relief*
Definition: Provide funding to damaged or impacted entities in advance of necessary recovery expenditures or to reimburse entities

Critical Tasks	
Rec.C3b 6.1	Assess business recovery needs
Rec.C3b 6.1.1	Provide disaster loans for business
Rec.C3b 6.3.2	Provide disaster loans for individuals
Rec.C3b 6.3	Operate individual assistance programs
Rec.C3b 6.2	Provide economic stabilization, community recovery, and mitigation support and/or financial restitution to key service sectors (e.g., medical, financial, public health and safety)
Rec.C3b 6.4	Notify appropriate authorities of disaster relief reimbursement vehicles
Rec.C3b 6.3.3	Provide financial counseling
Rec.C3b 6.5	Process entity restitution/reimbursement claims

Performance Measures	Metric
Businesses and individuals are notified of disaster relief reimbursement and available financial counseling	Yes/No
Unmet economic needs have been identified	Yes/No
Time in which process to manage individual assistance claims is activated	Within 7 days
Time in which process to manage government-to-government assistance claims is activated	Within 12 months
Time in which Federal disaster assistance grants are provided to affected individuals	Within 14 days from registration
Time in which Federal disaster assistance loans are provided to individuals and businesses	Within 30 days from application
Time in which Federal grant funds are obligated for 50 percent of FEMA’s Public Assistance applications	Within 12 months
Time in which Federal grant funds are obligated for 75 percent of FEMA’s Public Assistance applications	Within 2 years
Time in which Federal grant funds are obligated for 90 percent of FEMA’s Public Assistance applications	Within 3 years
Time in which Federal grant funds are obligated for 95 percent of FEMA’s Public Assistance applications	Within 4 years
Time in which Federal grant funds are obligated for 100 percent of FEMA’s Public Assistance applications	Within 5 years

Time in which fair market value indemnity is provided to owners of destroyed animals and materials	Within 72 hours from destruction
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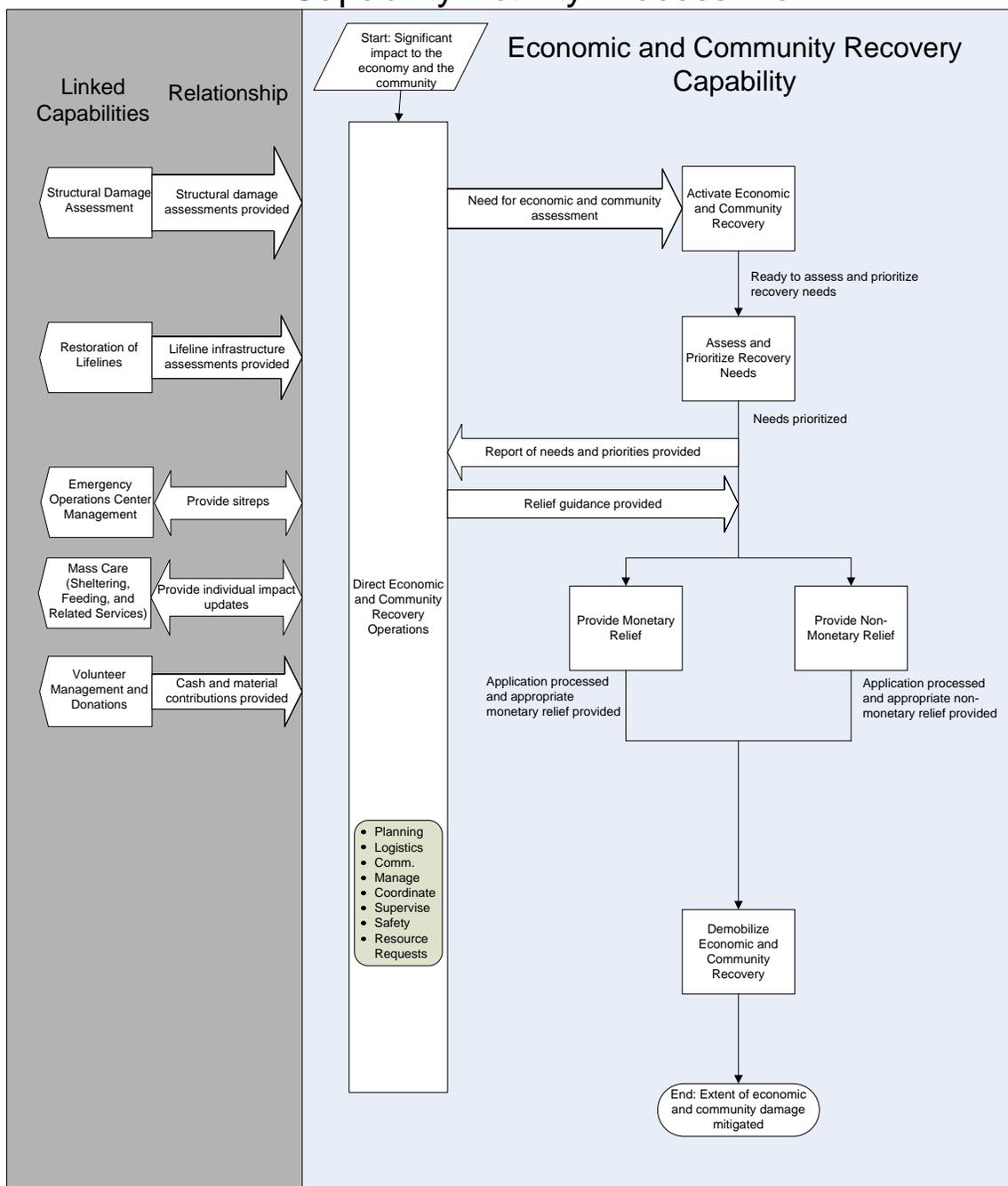
Activity: <i>Provide Non-monetary Relief</i>	
Definition: Provide direct assistance in the form of equipment, facilities, supplies, staff, technical assistance, and other material resource support to meet recovery needs of affected entities	
Critical Tasks	
Rec.C3b 7.2	Participate in and facilitate recovery activities related to public works and engineering
Rec.C3b 7.1	Assess and quantify projected housing needs
Rec.C3b 7.1.1	Develop preliminary temporary housing plan
Res.C3a 7.5	Provide temporary housing
Rec.C3b 7.3	Provide family support services
Performance Measures	Metric
Unmet social needs have been identified	Yes/No
Time in which non-monetary forms of disaster assistance (e.g., crisis counseling, disaster legal services) to individuals and businesses are initiated	Within 7 days
Time in which persons in temporary housing/interim shelters are relocated to long term housing	Within 30 to 90 days

Activity: <i>Demobilize Economic and Community Recovery</i>	
Definition: Account for all assets utilized and safely return them to their original locations and functions	
Critical Tasks	
Rec.C3b 8.1	Develop a demobilization plan for economic and community recovery
Rec.C3b 8.2	Restore economic and community recovery personnel and equipment to normal operations
Rec.C3b 8.3	Complete appropriate economic and community recovery documentation
Performance Measures	Metric
Personnel and equipment are returned to normal operations	Yes/No
All appropriate documentation is completed	Yes/No

Linked Capabilities

Linked Capability	Relationship
Structural Damage Assessment	Structural Damage Assessment provides a damage assessment to Economic and Community Recovery
Restoration of Lifelines	Restoration of Lifelines provides lifeline infrastructure assessments to Economic and Community Recovery
Emergency Operations Center Management	Emergency Operations Center Management and Economic and Community Recovery both contribute to situation reports
Mass Care (Sheltering, Feeding, and related Services)	Mass Care (Sheltering, Feeding, and related Services) and Economic and Community Recovery share individual assistance updates
Volunteer Management and Donations	Volunteer Management and Donations provides cash and material contributions for distribution during the recovery phase of the incident

Capability Activity Process Flow



Resource Element Description

Resource Elements	Components and Description
Community Planning and Development Officer	Coordinate economic recovery and mitigation plan
Damage Assessment Officer	Assess damages to publicly and privately owned facilities
Loan Officers	Process SBA applications in 60 days
Finance Officer	Compile and administer financial assistance requests and applications; assumes technical support and computer equipment
Economic Impact Community Representatives Team	Assess the economic impact to private business; includes business leaders (industry/major employers); Chambers of Commerce and business associations; local trade organizations, and local professional associations.
Essential Service Representatives Team	Assess impact to essential service infrastructure and basic service distribution systems. Comprises 20 members, including representatives from water and wastewater, public health and sanitation, utilities, transportation, hospital, police, fire and EMS, communications, debris removal and disposal
Insurance Community Inspectors	Manage insurance claims processing
Volunteer Organizations Active in Disasters (VOADs) and Nongovernmental organizations (NGOs)	Personnel and equipment
Private sector and utility system representatives	Manage repair and reconstruction of disaster damage. Includes representatives from construction, building supplies, transportation assets
Personnel from individual assistance and public assistance programs	Implement disaster assistance programs to include registration of applicants, inspection of disaster damages, and processing applications

Planning Assumptions

General

- Although applicable to several of the 15 National Planning Scenarios, the capability planning factors were developed from an in-depth analysis of the major earthquake scenario. Other scenarios were reviewed to identify required adjustments or additions to the planning factors and national targets.
- Federal funding to State and local governments is dependent upon Presidential Disaster Declaration.
- This capability focuses on the recovery of a particular community (public infrastructure, individual housing, businesses, etc); it does not address recovery of a large economic sector.
- Due to the disruption of local and regional transportation systems, alternative methods of distribution and transportation will need to be identified and/or implemented (based on historical information, shows that for every 1 home destroyed, 10 will be damaged).
- Multiple hazardous materials issues will need to be addressed.
- Assume all displaced families will require some form of government sheltering and housing assistance.
- Level of losses may result in multiple bankruptcies. (Based upon historical data and the severe economic impact scenarios, certain entities will be unable to overcome financial losses. Governments as well as business may face bankruptcy.)

- The resource component is time sensitive since pre-event implementation of effective recovery and mitigation planning efforts will impact response to community needs.
- The resource package may be called to operate for years after the incident.

Scenario-Specific

- 300,000 homes have been destroyed; there are 1,400 deaths; 18,000 hospitalizations, 150,000 buildings destroyed and 1 million buildings damaged. 250,000 individuals seek shelter in safe areas and over 250,000 people self-evacuate the area.
- The wide dispersal of disaster victims will complicate the Federal Government assistance eligibility and delivery processes for extended temporary housing, tracking, and need for registering the diseased, ill, injured, and exposed
- Of the 1 million buildings moderately damaged, 200,000 were commercial buildings and 100,000 were public buildings. Of these, 1,000 were large office buildings, they were partially collapsed. (Estimates based on trends from previous disasters).

Planning Factors from an In-Depth Analysis of a Scenario with Significant Demand for the Capability (Earthquake)

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Community Planning and Development Officer			One per jurisdiction
Damage Assessment Officer	Average of 5 inspections per day – home/business	3.3 million homes inspected 500,000 businesses inspected	5,000 inspectors to process work over a period of 6 months
Finance Officer	Up to 30,000 electronically processed claims per day. (FEMA only, and only those claims that are auto-determined) Small Business Administration (SBA) loan officer can process an average of 5 applications per day	1.85 million applicants in 60 days 1 million applications received in 60 days by SBA	One finance officer (FEMA only- with adequate support staff) completes applications in 60 days 1,000 loan officers to process SBA applications in 60 days
Economic Impact Community Representative Teams	One team can estimate the economic impact of the disaster. Size of team contingent on disaster variables	The number on each team will vary by jurisdiction	Teams will be needed by level of government
Essential services representative Teams	One team serves to liaison with key community functions in one jurisdiction	Ongoing	One team per jurisdiction
Insurance community inspectors	Average of 4 inspections per day – residential and commercial	185,000 (5% of total damaged properties) have earthquake insurance	260 inspectors over 6 months

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Volunteer Organizations Active in Disasters (VOADs) and non-governmental organizations (NGOs)	Elastic – surge capacity to fit specific needs		VOAD Coordinator and coordinated assistance mechanism/system
Private sector and utility system representatives	Capacity is contingent on availability of repair and reconstruction contractors and building supplies		
Personnel from individual assistance and public assistance programs	Agencies gear up and gear down based on workload requirements		Estimated personnel requirements would roughly equal triple the 2004 hurricane season staff level. (e.g., SBA level was 2800)

Approaches for Large-Scale Events

- For temporary housing, potential exists to use tents, dorms, ships, train cars, terminals, temporary relocation sites, military facilities, and converted commercial space instead of mobile homes and trailers. Access to essential services (food, transportation, health care, etc) must accompany housing resource.
- Modes of delivery of assistance awards may vary, ranging from new expedited processes to alternative distribution methods.
- For temporary provisions, “Comfort Kits” may need to be instituted as a substitute for immediate award of disaster assistance.
- To foster communication, every neighbor tells a neighbor. Set up centralized information dissemination posts (e.g. at 7/11 stores).

Target Capability Preparedness Level

Resource Element Unit	Type of Element	Number of Units	Unit Measure (number per x)	Lead	Capability Activity supported by Element
<i>Note: Many of the staff “pools” identified below will be generated in response to a specific incident by assembling governmental and contract staff from various locations; they are not dedicated, standing organizations.</i>					
Federal/State/Local	Community Planning and Development Officer	Personnel	1	Per jurisdiction	Assess and Prioritize Recovery Needs

Resource Element Unit	Type of Element	Number of Units	Unit Measure (number per x)	Lead	Capability Activity supported by Element
Federal/State/Local	Damage Assessment Officer	Personnel	5,000	Per incident	Assess and Prioritize Recovery Needs
Federal/State/Local	Loan Officers	Resource Organization	1,000	Per incident	Provide Monetary Relief
Federal (DHS/FEMA)	Finance Officer	Personnel	1	Per incident	Provide Monetary Relief Provide Non-Monetary Relief
Local	Economic Impact Community Representatives Team	Non-NIMS Resource Organization	10	Per coordination team	Assess and Prioritize Recovery Needs
Local	Essential Services Representatives Team	Non-NIMS Resource Organization	1	Per jurisdiction	Assess and Prioritize Recovery Needs
Federal/State/Local	Insurance Community Inspectors	Personnel	260	Per incident	Assess and Prioritize Recovery Needs
Federal/State/Local	Volunteer Organizations Active in Disasters (VOADs) and Nongovernmental organizations (NGOs)	Personnel, Equipment	Elastic – Surge capacity to fit specific needs	Dependent upon incident	Assess and Prioritize Recovery Needs Provide Monetary Relief Provide Non-Monetary Relief
Federal/State/Local	Private sector and utility representatives	Personnel, Equipment	Capacity is contingent on availability of repair and reconstruction contractors and building supplies	Dependent upon incident	Assess and Prioritize Recovery Needs
Federal/State/Local	Personnel from individual assistance and public assistance programs	Personnel	30,000	Per incident	Provide Monetary Relief Provide Non-Monetary Relief

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