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## **UNIT 8. THE EOC TRANSITION TO RECOVERY**

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**INTRODUCTION AND OVERVIEW**

**Visual 8.1**



**Key Points**

Unit 8 will discuss the role of the EOC as communities transition to recovery.

**INTRODUCTION AND OVERVIEW**

**Visual 8.2**

**Unit 8 Objectives (1 of 2)**

- Define what is meant by recovery.
- Identify critical recovery tasks.
- Describe the value of pre-disaster recovery planning.
- Describe how to engage the whole community in the recovery process.
- Identify the process of transitioning the EOC operations and staff from response to recovery.



**Key Points**

At the end of this unit, you will be able to:

- Define what is meant by recovery.
- Identify critical recovery tasks.
- Describe the value of pre-disaster recovery planning.
- Describe how to engage the whole community in the recovery process.
- Identify the process of transitioning the EOC operations and staff from response to recovery.

**INTRODUCTION AND OVERVIEW**

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**Visual 8.3**

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**Unit 8 Objectives (2 of 2)**

- Describe the process and factors to consider in requesting Federal assistance.
- Discuss a staffing plan for managing the recovery process.



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**Key Points**

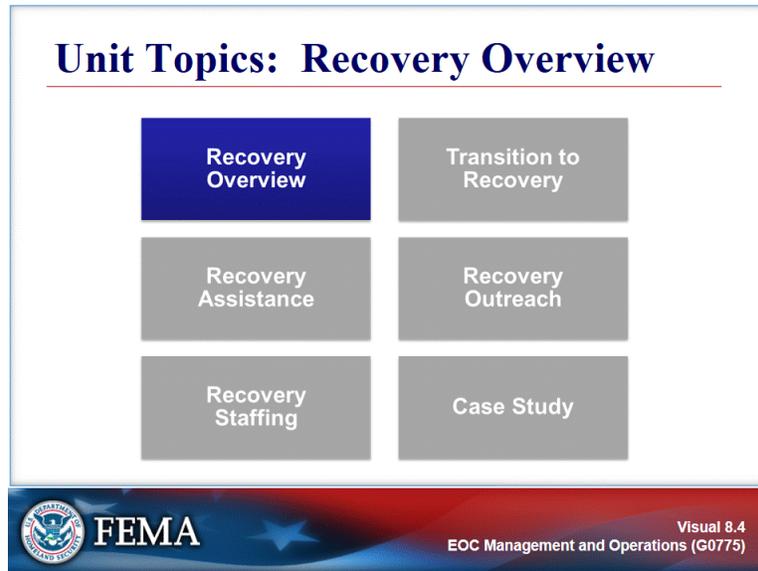
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At the end of this unit, you also will be able to:

- Describe the process and factors to consider in requesting Federal assistance.
- Discuss a staffing plan for managing the recovery process.

**RECOVERY OVERVIEW**

**Visual 8.4**



**Key Points**

This unit is divided into six topics. The first topic is a Recovery Overview.

RECOVERY OVERVIEW

Visual 8.5

**Definition: Recovery**

Those capabilities necessary to assist communities affected by an incident in recovering effectively.

Recovery is focused on a timely restoration, strengthening, and revitalization of:

- Infrastructure.
- Housing.
- Sustainable economy.
- Health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

Source: National Preparedness Goal



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Key Points

The term *recovery* refers to those capabilities necessary to assist communities affected by an incident in recovering effectively.

It is focused on a timely restoration, strengthening, and revitalization of the infrastructure; housing; a sustainable economy; and the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

(Source: National Preparedness Goal)

### RECOVERY OVERVIEW

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#### Visual 8.6

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### Critical Tasks for Recovery

The National Preparedness Goal identifies preliminary targets in building recovery capabilities related to:

- Planning
- Public Information and Warning
- Operational Coordination
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources



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#### Key Points

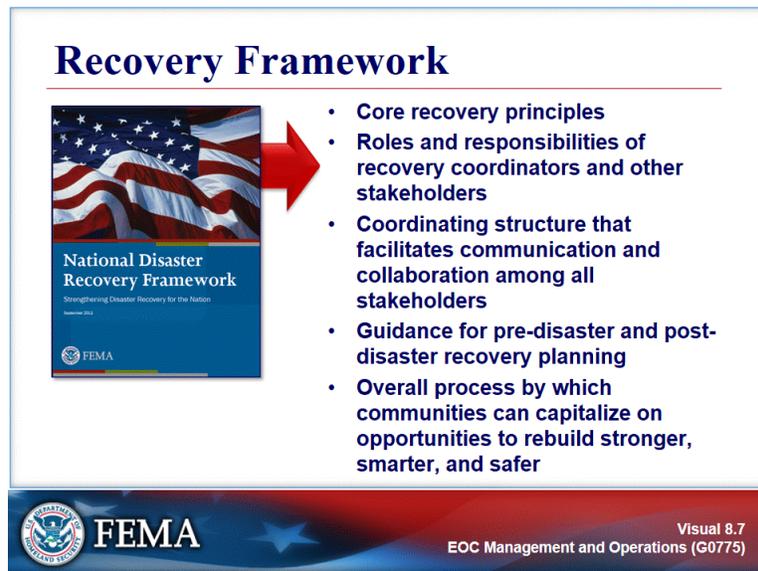
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The National Preparedness Goal identifies preliminary targets in building recovery capabilities related to:

- Planning
- Public Information and Warning
- Operational Coordination
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources

### RECOVERY OVERVIEW

#### Visual 8.7



**Recovery Framework**

The image shows the cover of the National Disaster Recovery Framework (NDRF) document, which features an American flag and the text "National Disaster Recovery Framework: Strengthening Disaster Recovery for the Nation". A red arrow points from the cover to a list of key points.

- Core recovery principles
- Roles and responsibilities of recovery coordinators and other stakeholders
- Coordinating structure that facilitates communication and collaboration among all stakeholders
- Guidance for pre-disaster and post-disaster recovery planning
- Overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer

FEMA  
Visual 8.7  
EOC Management and Operations (G0775)

#### Key Points

The **National Disaster Recovery Framework (NDRF)** is a guide to promote effective recovery, particularly for those incidents that are large scale or catastrophic.

The NDRF provides guidance that enables effective recovery support to disaster-impacted local and tribal jurisdictions and States. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient Nation.

The NDRF defines:

- Core recovery principles.
- Roles and responsibilities of recovery coordinators and other stakeholders.
- A coordinating structure that facilitates communication and collaboration among all stakeholders.
- Guidance for predisaster and postdisaster recovery planning.
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

These elements improve recovery support and expedite recovery of disaster-impacted individuals, households, businesses, and communities. While the NDRF speaks to all who are impacted or otherwise involved in disaster recovery, it concentrates on support to individuals and communities.

**RECOVERY OVERVIEW**

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**Visual 8.7 (Continued)**

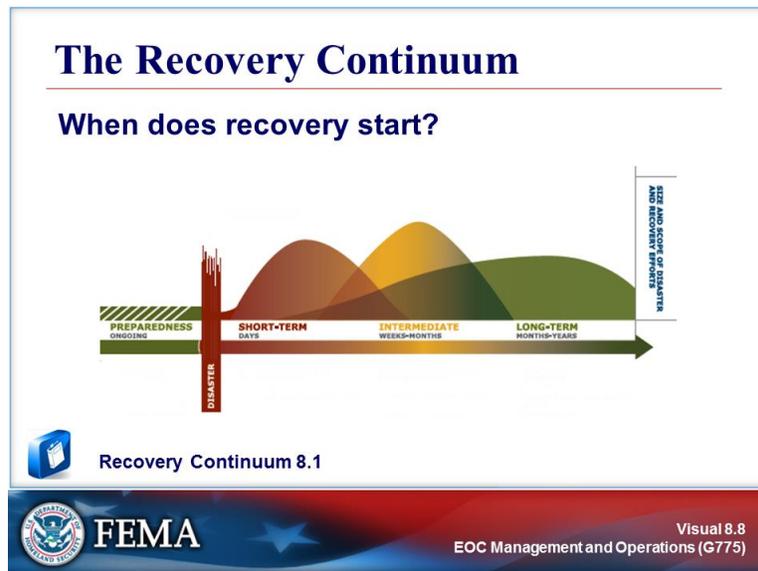
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The NDRF:

- Captures resources, capabilities, and best practices for recovering from a disaster.
- Recognizes that significant challenges confront all recovery efforts, from a relatively localized incident to a large-scale disaster that demands substantial resources.
- Is intended to address disasters of all kinds and sources, whether a major Presidentially declared disaster or a non-Presidentially declared incident.
- Seeks to establish an operational structure and to develop a common planning framework.
- Is a companion document to the National Response Framework (NRF), which was introduced in Unit 1 and primarily addresses actions during disaster response.
- Replaces and expands upon the NRF Emergency Support Function #14 (ESF #14) – Long-Term Community Recovery.

### RECOVERY OVERVIEW

#### Visual 8.8



#### Key Points

#### **Discussion Question: When does recovery start?**

The recovery process is a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress.

Four periods and their duration are shown in the graphic:

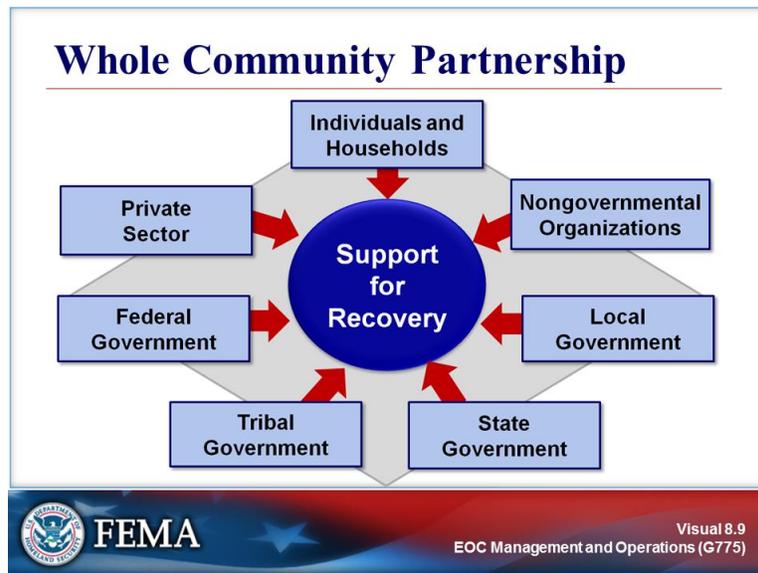
- Preparedness (ongoing, before the disaster)
- Short-term recovery (days)
- Intermediate recovery (weeks to months)
- Long-term recovery (months to years)

The vertical dimension shows the size and scope of disaster and recovery efforts.

Examples of activities that occur in each period are listed on the Recovery Continuum (8.1) document in the appendix for this unit.

### RECOVERY OVERVIEW

#### Visual 8.9



#### Key Points

The responsibility of preparing for disaster recovery begins with the individual and builds to the larger responsibility of the community and local government. Community planning efforts are supported by voluntary, faith-based, and community organizations; local, State, and tribal governments, the Federal Government; and the private sector.

The "Whole Community" approach to recovery encompasses two key concepts:

- Ensuring that response and recovery actions are driven by the actual needs of the entire affected community and the conditions on the ground, including the population demographics and geographic location.
- Ensuring that we leverage and rely upon the resources of the entire emergency management team to the greatest extent possible in meeting these needs.

**RECOVERY OVERVIEW**

**Visual 8.10**

**Discussion: Your EOC**

What role can your EOC play to ensure recovery includes the Whole Community?

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Visual 8.10  
EOC Management and Operations (G0775)

**Key Points**

**Discussion Question:** What role can your EOC play to ensure recovery includes the Whole Community?

### RECOVERY OVERVIEW

#### Visual 8.11

**Joplin: The Whole Community**



Click image to play video.

 **FEMA**

Visual 8.11  
EOC Management and Operations (C0775)

#### Key Points

This video illustrates the whole community concept following the May 2011 tornado in Joplin, MO.

#### Video Transcript: Community Partnerships

The May 2011 tornado in Joplin, Missouri, damaged the community's social services infrastructure, creating new needs for many community residents, particularly among at-risk populations of older adults and children. Partnerships among community residents, community-based organizations, and agencies at all levels of government have proven integral to successful social services recovery. For example, State and local Aging Networks partnered with the HHS Administration on Aging to help older residents who lost their homes obtain relocation assistance. Similarly, an innovative Child Care Task Force—coordinated by the HHS Administration of Children and Families and implemented in partnership with Federal, State, local, and nonprofit stakeholders—harnessed resources to meet Joplin's emergency child care needs after the tornado destroyed or damaged 27 child care facilities. When the tornado demolished six school buildings, the Joplin School District relocated classes to alternate facilities, including empty retail space at a local mall. Public-private collaboration allowed schools to open on time in August 2011.

**RECOVERY OVERVIEW**

**Visual 8.12**

**Pre-disaster Recovery Planning**

**A predisaster recovery plan identifies activities, priorities, and roles and responsibilities required for the community to recover from disaster.**



 Checklist for Predisaster Recovery Planning 8.2

 **FEMA**

Visual 8.12  
EOC Management and Operations (G0775)

**Key Points**

Both predisaster and postdisaster recovery planning are critical for communities to develop resilience and for successful and timely recovery.

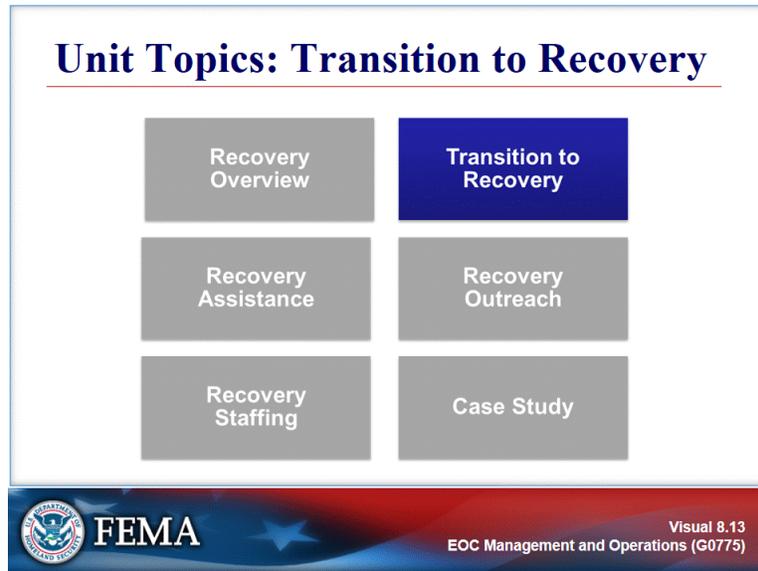
Predisaster recovery planning involves a State or community articulating a process for how it organizes and manages its recovery, establishes relationships among stakeholders, and develops methods for prioritizing recovery decisions and land-use considerations. Elements of a predisaster recovery planning and coordination system may include the following:

- Assessment
- Communication and outreach
- Stakeholders
- Partnerships
- Guiding principles and recovery priorities
- Organizational framework
- Concept of operations
- Process for postdisaster recovery planning
- Exercise
- Planning considerations

Review the Checklist for Predisaster Recovery Planning (8.2) in the appendix to this unit.

**TRANSITION TO RECOVERY**

**Visual 8.13**

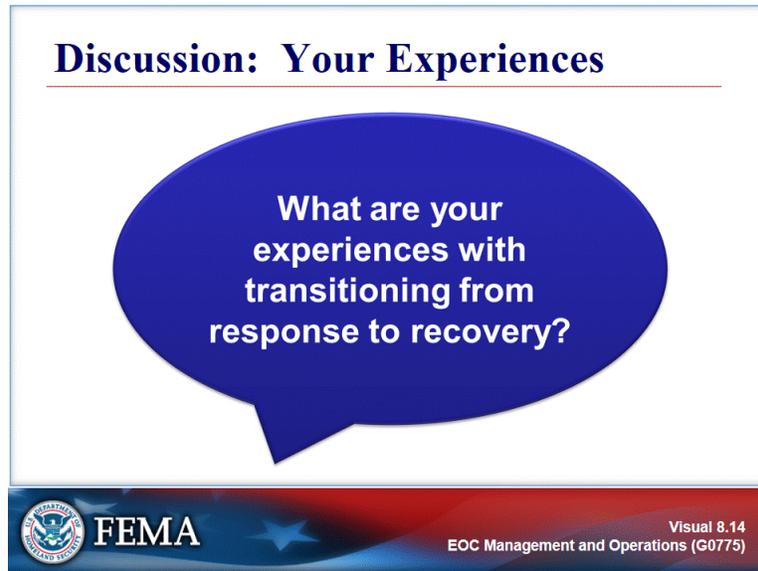


**Key Points**

The next topic is the role of the EOC as a community transitions to recovery.

**TRANSITION TO RECOVERY**

**Visual 8.14**



**Discussion: Your Experiences**

What are your experiences with transitioning from response to recovery?

FEMA

Visual 8.14  
EOC Management and Operations (G0775)

**Key Points**

**Discussion Question:** What are your experiences with transitioning from response to recovery?

TRANSITION TO RECOVERY

Visual 8.15

**Transition to Recovery: EOC Role**

EOCs are increasingly playing a role in transitioning a community toward recovery.



Transition to recovery is also referred to as “Short-Term Recovery” or “Restoration.”

 **FEMA**

Visual 8.15  
EOC Management and Operations (G0775)

**Key Points**

EOCs are increasingly playing a role in transitioning a community toward recovery. The next visual displays some of the activities EOCs perform to support communities during this critical time.

### TRANSITION TO RECOVERY

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#### Visual 8.16

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### EOC/EM Transition Activities

- Coordinating documentation
- Archiving data and contact information
- Conducting after-action reviews
- Advocating for State and Federal Assistance
- Establishing Disaster Recovery Centers
- Working with FEMA, the State, and other Federal entities
- Helping the community to manage expectations



Visual 8.16  
EOC Management and Operations (G0775)

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#### Key Points

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Some of the activities an EOC may do in the transition to recovery include:

- Coordination of documentation (gathering and archiving all documents regarding the incident, including costs and decisionmaking).
- Archiving of data and contact information (ensuring that data and information such as “time snapshots” of GIS maps or contact names and numbers of those participating in EOC activities is captured and available for review and use through the recovery process).
- Conducting after-action reviews.
- Advocating for State and Federal Assistance (creating a narrative of the event for the purposes of obtaining Federal assistance).
- Establishing Disaster Recovery Centers (in most cases, the establishment of a DRC is the responsibility of the impacted community in the early stages of recovery).
- Working with FEMA, the State and other Federal entities. EOC staff is consistently called upon to liaison with State and Federal officials as the community assesses damages jointly and seeks Federal assistance under the Robert T. Stafford Act.
- Helping the community to manage expectations (continuing a public information plan or strategy through the transition and into recovery).

TRANSITION TO RECOVERY

Visual 8.17

**What's Next?**

- During the transition to recovery, communities want to know, "What is next?"
- Emergency Management and the EOC can take the lead role in determining how a disaster will be viewed immediately and for years to come.



The visual contains two photographs. The left photograph shows a white American Red Cross disaster relief bus with a red cross logo and the text 'American Red Cross Disaster Relief'. A person is standing near the bus. The right photograph shows a woman with a walker standing next to a banner that reads 'FEMA - STATE DISASTER RECOVERY CENTER'. The banner also features the FEMA logo and the text 'EM'.

 **FEMA**

Visual 8.17  
EOC Management and Operations (G0775)

**Key Points**

During the transition to recovery, communities often ask: "What is next?"

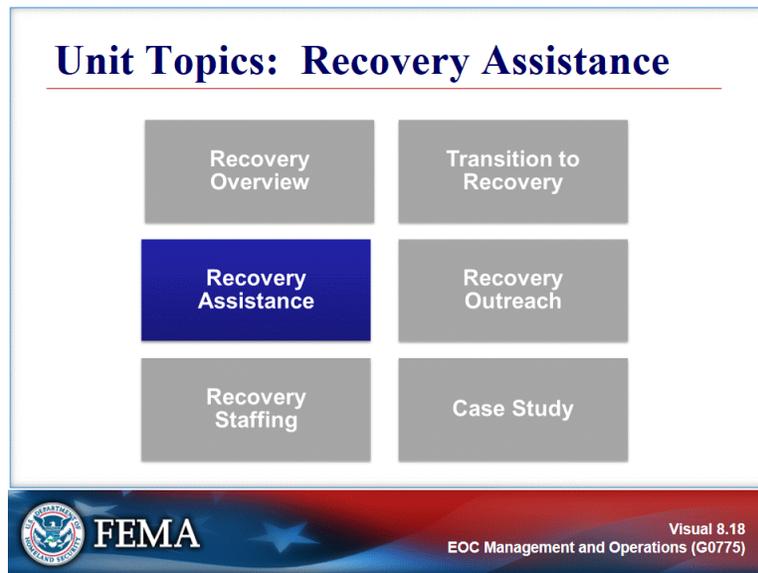
How the EOC and emergency management professionals (and elected officials who supervise these functions) answer this important question can help determine how a disaster will be viewed immediately and for many years.

Emergency management should take a strong leadership role in laying the foundation for recovery by offering a vision of how the community will transition to recovery.

One part of the transition is recovery assistance.

**RECOVERY ASSISTANCE**

**Visual 8.18**

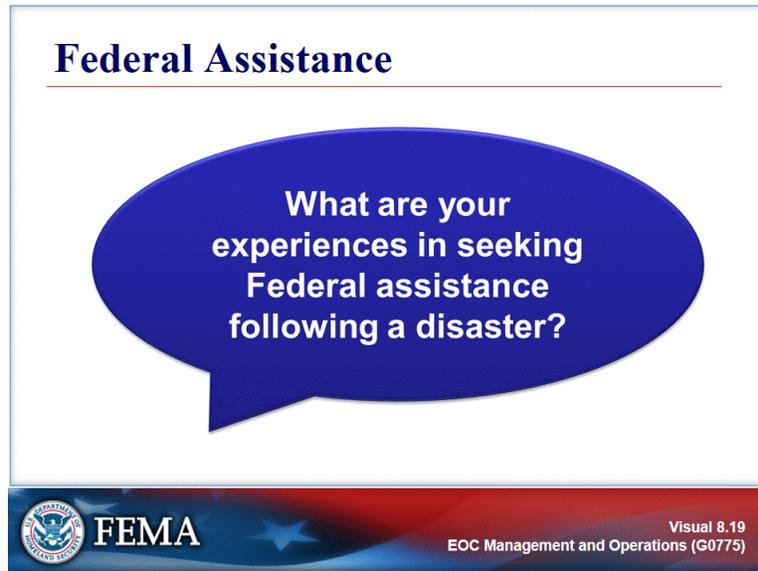


**Key Points**

Recovery Assistance is the next topic in this unit.

**RECOVERY ASSISTANCE**

**Visual 8.19**



**Key Points**

**Discussion Question: What are your experiences in seeking Federal assistance following a disaster?**

RECOVERY ASSISTANCE

Visual 8.20

**Disaster Proclamation/Declaration**

- The EOC and emergency management may have already assisted in declaring a proclamation of emergency.
- If not, the transition to recovery is the time to ensure that all legal requirements for the response and future recovery actions have been met.



 **FEMA** 

Visual 8.20  
EOC Management and Operations (G0775)

**Key Points**

One way that an EOC and Emergency Management assists in the transition to recovery is by assisting in the proclamation of a disaster. Emergency management is often responsible for the drafting of a proclamation of emergency or disaster and ensuring compliance with governing authorities and laws that are associated with such proclamations.

EOCs and emergency management are critical links between the local disaster declaration or proclamation and the State issuing a statewide declaration. States may be reluctant to issue a statewide declaration of emergency or disaster unless a host of local communities and jurisdictions have issued theirs first.

RECOVERY ASSISTANCE

Visual 8.21

### Statewide Declaration of Emergency

- States rely upon local jurisdictions to help them determine the need for a statewide declaration of emergency.
- Without a formal proclamation from one or more local jurisdictions, a request for a statewide declaration may be delayed or even denied.



Visual 8.21  
EOC Management and Operations (G0775)



Key Points

State assistance can play an important part in a community's recovery. States rely upon local jurisdictions to help them determine the need for a statewide declaration of emergency. Without a formal proclamation from one or more local jurisdictions, a request for a statewide declaration may be delayed or even denied.

**RECOVERY ASSISTANCE**

**Visual 8.22**

**Building the Case for Assistance**

- Local and tribal government always has the lead role through response, transition, and recovery.
- A State provides assistance upon a Governor's emergency proclamation or declaration.
- The primary means of Federal assistance is through a Presidential Disaster Declaration (Stafford Act Declaration).



 **FEMA** 

Visual 8.22  
EOC Management and Operations (G0775)

**Key Points**

As communities seek State and Federal assistance, there are key points to remember for emergency management:

- Local government always has the lead role through response, transition, and recovery (NRF).
- A State provides assistance upon a Governor's emergency proclamation or declaration.
- The primary means of Federal assistance is through a Presidential Disaster Declaration (Stafford Act Declaration).

The next visual will look at the Stafford Act in more detail.

RECOVERY ASSISTANCE

Visual 8.23

**The Stafford Act**

The EOC and emergency management should determine whether damages to communities are sufficient enough to warrant pursuit of a Major Disaster Declaration under the Stafford Act.



The Stafford Act has a State-local cost share of 75%-25%.

 **FEMA**

Visual 8.23  
EOC Management and Operations (C0775)

Key Points

During the transition to recovery, the EOC and emergency management should determine whether damages to communities are sufficient enough to warrant pursuit of a Major Disaster Declaration under the Stafford Act.

The Stafford Act authorizes the President to provide major disaster and emergency declarations to States for events in the United States that overwhelm State and local capability, upon request of a Governor. The Stafford Act covers all hazards, including natural disaster and terrorist events.

The Stafford Act distinguishes between major disasters and emergencies.

- **A major disaster** could result from a natural or human-caused event that the President determines warrants supplemental Federal aid. The event must be clearly more than State or local governments can handle alone. If declared, funding comes from the President's Disaster Relief Fund, which is managed by FEMA, and disaster aid programs of other participating Federal agencies. Note that the Stafford Act has a State-local cost share of 75%-25%, meaning State and locals must pay up to 25% of the costs.

*The definition of a major disaster is: "Any natural catastrophe . . . 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 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."*

**RECOVERY ASSISTANCE**

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**Visual 8.23 (Continued)**

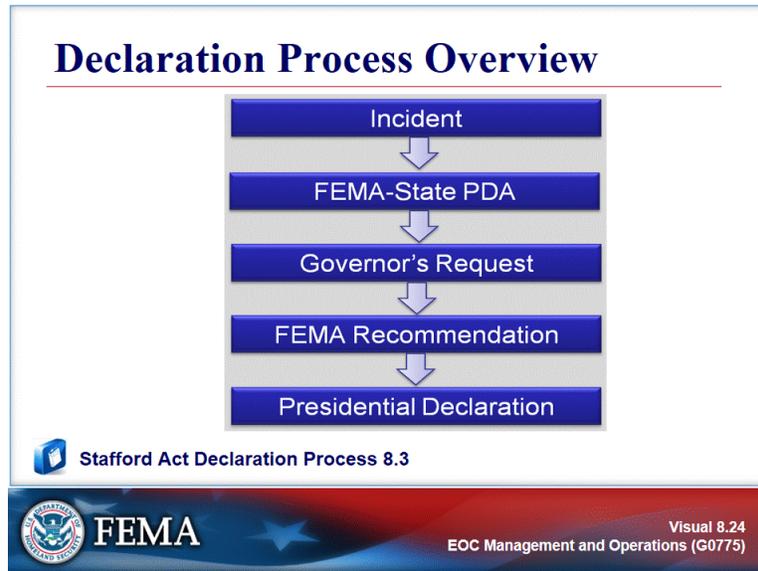
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- **An emergency declaration** is more limited in scope and without the long-term Federal recovery programs of a major disaster declaration. Generally, Federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

*The definition of an emergency is: “Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.”*

### RECOVERY ASSISTANCE

#### Visual 8.24



#### Key Points

When a disaster happens it may escalate in its need for support. The steps for requesting assistance under the Stafford Act are summarized below:

- **Step 1: FEMA/Federal and State representatives complete a Preliminary Damage Assessment (PDA).** The PDA:
  - Documents the impact of the event and estimates initial damage.
  - Establishes a foundation for the Governor to request assistance.
  - Provides background for FEMA's analysis of the request.
- **Step 2: The Governor requests assistance.** The Governor's request, by law, must:
  - State that the Governor has taken appropriate action and directed execution of the State emergency operations plan.
  - Certify that the incident is of such severity and magnitude that State and local resources are inadequate.
  - Include a damage estimate.
  - Describe the State and local resources committed to response and recovery.
  - Describe the assistance being requested and agree to cost-sharing provisions.
- **Step 3: FEMA reviews the request and makes a recommendation.**
  - The Governor's request is addressed to the President through the FEMA Regional Administrator.
  - The FEMA regional office completes its analysis and recommendation.
  - FEMA Headquarters reviews to ensure the request meets Stafford Act requirements.
  - The FEMA Administrator then recommends a course of action to the President.
- **Step 4: The President makes a major disaster declaration, if warranted.**
  - The President decides whether to declare that a major disaster exists.
  - If a declaration is issued, assistance is made available under the Stafford Act.

### RECOVERY ASSISTANCE

#### Visual 8.25

### Damage Assessment and Documentation



The EOC and emergency management professionals consolidate damage assessments to:

- Create situational awareness.
- Develop a common operating picture.
- Document the information that may be required for potential State or Federal reimbursement.

 **FEMA**

Visual 8.25  
EOC Management and Operations (G0775)

#### Key Points

The EOC and emergency management professionals consolidate damage assessments to:

- Create situational awareness.
- Develop a common operating picture.
- Document the information that may be required for potential State or Federal reimbursement.

The documentation of activities and costs is both a legal and financial concern for communities during disaster recovery.

- Disaster recovery activities should be documented to help protect the community from liability for damages or actions associated with disaster operations.
- Disaster recovery costs should be tracked in order to support requests for reimbursement in the event of State or Federal disaster declarations.
- Communities should develop their own documentation policies, procedures, and systems before disaster strikes, and include them in their training and exercise programs.

Damage assessment may include the following:

#### Preliminary Damage Assessment (PDA)

This assessment, conducted jointly by FEMA, the State, and the local jurisdiction, includes a description of damages according to categories established by the State and/or local governments. The PDA is used to more specifically gauge the impact of the disaster and to determine whether a request for a Presidential disaster declaration will be made. This assessment is conducted during response but may be modified or refined during recovery operations.

**RECOVERY ASSISTANCE**

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**Visual 8.25 (Continued)**

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**Additional Assessments**

Regardless of a Presidential disaster declaration, additional assessments and inspections will be conducted as the recovery progresses. Insurance agents, environmental health inspectors, housing inspectors, engineers, and other professionals will conduct a variety of assessments and inspections for various reasons.

If a Presidential disaster declaration is made, the additional assessments and inspections will help determine the funding levels of assistance programs and the eligibility for that funding.

Emergency managers may be involved in many of these assessments and need to be aware of the types and occurrences of other assessments and inspections that occur in their jurisdiction. Community leaders and the general public may want to know the location and purpose of these assessments and inspections.

RECOVERY ASSISTANCE

Visual 8.26

**Stafford Act Programs and the EOC**

Following a Major Disaster Declaration, the EOC helps inform the community about:

 <p><b>Individual Assistance (IA)</b> Helps: individuals, families, and households get back on their feet.</p>	 <p><b>Public Assistance (PA)</b> Helps: governments, publicly funded entities, and certain private nonprofits rebuild and recoup costs.</p>
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Disaster Assistance 8.4

FEMA

Visual 8.26  
EOC Management and Operations (G0775)

Key Points

Following a Major Disaster Declaration, the EOC helps inform the community about:

- Individual Assistance which helps individuals, families, and households get back on their feet.
- Public Assistance (PA) which helps governments, publicly funded entities, and certain private nonprofits rebuild and recoup costs.

The next two visuals will look at these two types of assistance in more detail.

### RECOVERY ASSISTANCE

#### Visual 8.27

### Individual Assistance (IA) Programs

**Primary Programs**

- Individuals and Households
- Other Needs Assistance

**Other Programs**

- Crisis Counseling
- Disaster Case Management
- Small Business Administration & U.S. Dept. of Agriculture Programs
- Disaster Unemployment Assistance
- Veterans Assistance
- Disaster Legal Services



 **FEMA**

Visual 8.27  
EOC Management and Operations (G0775)

#### Key Points

The purpose of FEMA's Individual Assistance programs is to help individual disaster survivors recover from a declared disaster.

When people lose their homes and possessions because of a disaster, Individual Assistance programs provide the funding and alternatives to help people return to a normal life.

Two primary programs are the Individuals and Households program and Other Needs Assistance. Other programs include:

- Crisis Counseling
- Disaster Case Management
- Small Business Administration (SBA) and U.S. Department of Agriculture (USDA) programs
- Disaster Unemployment Assistance
- Veterans Assistance
- Disaster Legal Services

As a community transitions to recovery, the EOC plays a critical role in informing the public on potential IA.

The EOC and Emergency Management can offer guidance on how to register for Federal assistance as an individual or family (if the IA program is authorized through a Stafford Act Declaration).

**RECOVERY ASSISTANCE**

**Visual 8.28**

**Public Assistance (PA) Program**

**Purpose:** To help State, tribal, and local governments and certain private nonprofit (PNP) organizations recover from a declared disaster.

**Includes assistance for:**

- Debris removal.
- Permanent restoration of infrastructure.
- Certain emergency protective measures.



 **FEMA** 

Visual 8.28  
EOC Management and Operations (G0775)

**Key Points**

The purpose of the PA program is to help State, tribal, and local governments and certain private nonprofit (PNP) organizations recover from a declared disaster.

The major forms of assistance are:

- Debris removal.
- Permanent restoration of public buildings, roads, bridges, and other infrastructure.
- Certain emergency protective measures.

RECOVERY ASSISTANCE

Visual 8.29

**What to Expect...**

After a major disaster declaration, jurisdictions should expect to:

- Pay for some upfront costs.
- Manage community expectations.
- Learn the FEMA language.
- Identify locations for Disaster Recovery Centers and staging areas.
- Receive FEMA Community Relations teams and guide them to highly impacted areas.



 **FEMA**

Visual 8.29  
EOC Management and Operations (G0775)

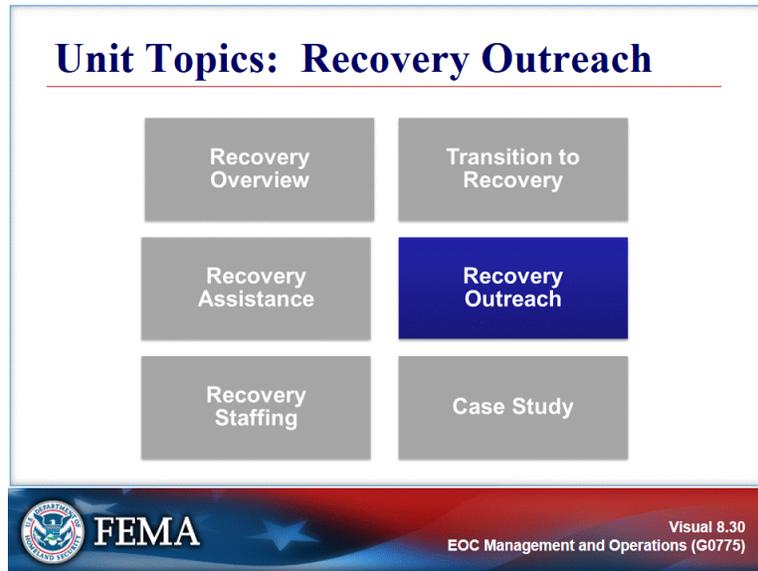
**Key Points**

These are examples of what Emergency Management should expect after receiving an Individual Assistance declaration under the Stafford Act:

- Prepare to pay some upfront costs and seek reimbursement where applicable.
- Plan to manage community and individual expectations immediately (tell the community the truth about possible disaster relief).
- Learn the FEMA language and acronyms (JFO, DRC, SCO, FCO, etc.)
- Pre-identify certain locations that can become Disaster Recovery Centers (DRCs) and staging areas for temporary housing units, commodities, etc.
- Prepare to receive FEMA Community Relations teams and guide them to highly impacted areas of the disaster.

**RECOVERY OUTREACH**

**Visual 8.30**



**Key Points**

The next topic is Recovery Outreach that will cover how to deliver information to the “whole community.”

**RECOVERY OUTREACH**

**Visual 8.31**

**Disaster Recovery Centers (DRCs)**

Services that a DRC may provide include:

- Guidance regarding disaster recovery.
- Clarification of any written correspondence received.
- Answers to questions, resolution to problems, and referrals to agencies that may provide further assistance.
- Status of applications being processed by FEMA.



**Key Points**

Disaster Recovery Centers are one avenue to reach the community with information needed for recovery. DRCs may provide:

- Guidance regarding disaster recovery.
- Clarification of any written correspondence received.
- Answers to questions, resolution to problems, and referrals to agencies that may provide further assistance.
- Status of applications being processed by FEMA RECOVERY OUTREACH.

RECOVERY OUTREACH

Visual 8.32

**Call Centers**

Internal and external call centers can now:

- Focus on refinement of damage assessments (more thorough assessment via direct interaction).
- Direct survivors on how and where to seek assistance.
- Follow up on unresolved response issues.
- Be a standby resource for the EOC and emergency management as issues develop.



 **FEMA**

Visual 8.32  
EOC Management and Operations (G0775)

**Key Points**

Call centers that assisted the EOC during the incident response can shift their focus to supporting the EOC during the transition to recovery by:

- Focusing on the refinement of damage assessments (double checking the cases or numbers for accuracy).
- Directing residents on how and where to seek assistance.
- Following up on unresolved issues (incomplete information from a previous caller).
- Standby as a resource for the transitioning EOC or its community.

**RECOVERY OUTREACH**

**Visual 8.33**

**Use of EOC Technology**

The early or advanced warning technology can now:

- Direct residents toward assistance.
- Prompt actions from one neighborhood to the next.
- Prepare the community for any additional events (aftershocks).
- Communicate updated transportation information to the community.



The slide footer features the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 8.33 EOC Management and Operations (G0775)' on the right, all set against a red and blue background with a star.

**Key Points**

EOCs that utilized technology for advanced warning of an event or in the midst of response can now utilize that technology to:

- Direct residents toward assistance.
  - Example: DRCs or shelters.
- Prompt actions from one neighborhood to the next.
  - Example: Ask one community to direct assistance to a neighboring community.
- Prepare the community for any additional events.
  - Example: Aftershocks.
- Communicate updated transportation information to the community.
  - Example: Road closures, bridges, etc.

RECOVERY OUTREACH

Visual 8.34

**Social Media**



Social media can continue to push real-time information to the community. However:

- Social media requires constant supervision and management.
- Rumor control will likely escalate.
- Public Information Laws (Sunshine Laws) may require additional policy development for utilization.

 **FEMA** 

Visual 8.34  
EOC Management and Operations (G0775)

**Key Points**

During the EOC’s response, social media likely played a key role in informing the public. Social media can continue to contribute in the transition to recovery. However, EOC management and emergency management professionals should become aware of potential pitfalls in using social media.

Some of the potential pitfalls include:

- Social Media requires constant supervision and management.
- Rumor control will likely escalate.
- Public Information Laws (Sunshine Laws) may require additional policy development for utilization.

When using social media, assign responsibilities for updating and vetting updates (Facebook postings and Twitter updates) as the community transitions to recovery.

As people begin to engage in the recovery process, it is important to recognize that they may unintentionally spread rumors or bad information about the recovery process. Managing rumors continues to be an important function for the EOC as it transitions a community to recovery.

EOCs and emergency management professionals need to recognize that “Sunshine Laws” and public disclosure statutes increasingly allow for public access to jurisdictionally owned or managed social media. Remember that social Tweets and postings are subject to public disclosure.

RECOVERY OUTREACH

Visual 8.35

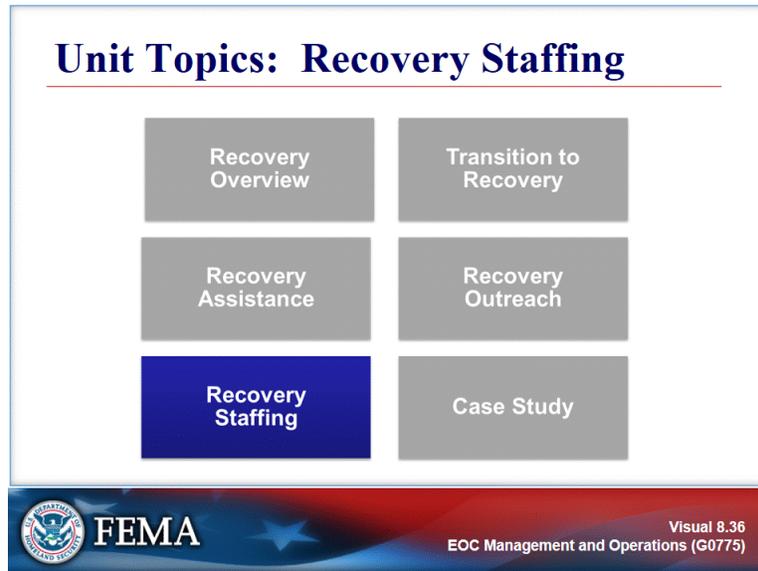
The image shows a screenshot of the DisasterAssistance.gov website. A blue callout box on the left contains the text "Learn more about disaster assistance." Below this, a blue box contains the URL "http://www.DisasterAssistance.gov". The website screenshot features a header with the site name and navigation links. The main content area includes three primary buttons: "Find Assistance" (with a "Take Questionnaire" sub-button), "Apply for Assistance" (with an "Apply Online" sub-button), and "Check Your Application Status" (with a "Check Your Status" sub-button). Below these are three columns of links: "What can you do on DisasterAssistance.gov?", "Explore Disaster News Feeds", and "Resources to Recover & Rebuild". The FEMA logo is visible in the bottom left corner of the screenshot area.

Key Points

Another method of reaching the community during the transition to recovery is the Internet. For example, the disasterassistance.gov site pictured on the visual allows disaster survivors to find information on assistance and to register for assistance online. <http://www.DisasterAssistance.gov>

**RECOVERY STAFFING**

**Visual 8.36**



**Key Points**

The next topic is Recovery Staffing. If an EOC is involved in the transition to recovery, it must re-examine the staffing needs and internal organizational structure under which it operates.

RECOVERY STAFFING

Visual 8.37

**EOC Staff and Recovery**

As EOC staff begin to assist the whole community with recovery, re-examine staff needs and the internal organizational structure.



 **FEMA**

Visual 8.37  
EOC Management and Operations (G0775)

**Key Points**

An EOC's response organizational structure (i.e. ICS, ESF, Hybrid) should change to accommodate the transition to recovery. A fully staffed EOC during response will likely become less first responder centric and move toward a policy-focused organizational structure.

**RECOVERY STAFFING**

**Visual 8.38**

**Recovery Support Functions (RSFs)**

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



 **FEMA**

 **Recovery Support Functions 8.5**

Visual 8.38  
EOC Management and Operations (G775)

**Key Points**

The Recovery Support Functions (RSFs) are six groupings of core recovery capabilities, (described in Recovery Support Functions 8.5 in the appendix to this unit), which provide a structure to facilitate problem solving, improve access to resources, and foster coordination among State and Federal agencies, nongovernmental partners, and stakeholders.

The NDRF matches the Emergency Support Functions (ESFs) with Recovery Support Functions (RSFs). The six RSFs are:

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

**RECOVERY STAFFING**

**Visual 8.39**



**Key Points**

There is some overlap between the ESF and RSF missions, but as ESF requirements diminish, recovery issues take center stage. The timing of the transition from ESF to RSF depends on the nature of the activity, and may vary considerably from RSF to RSF. (Source: NDRF)

It can be challenging to transition 15 response functions (ESFs) to the six recovery functions (RSF) as a community moves into recovery.

Emergency Support Functions (ESF)	Recovery Support Functions (RSF)
<ol style="list-style-type: none"> <li>1. Transportation</li> <li>2. Communications</li> <li>3. Public Works &amp; Engineering</li> <li>4. Firefighting</li> <li>5. Emergency management</li> <li>6. Mass Care and Housing</li> <li>7. Logistics Mgmt. and Resources</li> <li>8. Public Health and Medical</li> <li>9. Search and Rescue</li> <li>10. Oil and Hazardous Materials</li> <li>11. Ag./Natural Resources</li> <li>12. Energy</li> <li>13. Public Safety and Security</li> <li>14. Long-Term Community Recovery</li> <li>15. External Affairs</li> </ol>	<ol style="list-style-type: none"> <li>1. Community Planning and Capacity Building</li> <li>2. Economic</li> <li>3. Health and Social Services</li> <li>4. Housing</li> <li>5. Infrastructure Systems</li> <li>6. Natural and Cultural Resources</li> </ol>

ACTIVITY: EOC RECOVERY

Visual 8.40

**Activity: EOC Recovery**

**Instructions:** Working in small groups:

1. Review your assigned scenario on the activity sheet: EOC Recovery Staffing 8.6.
2. Discuss:
  - The three greatest challenges you might encounter as you transition ESFs to RSFs.
  - Ways to overcome the challenges.
3. Choose a spokesperson to explain your EOC's recovery staffing plan. Be prepared to share your work in 15 minutes.

 Activity: EOC Recovery Staffing 8.6

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Visual 8.40  
EOC Management and Operations (G0775)

**Key Points**

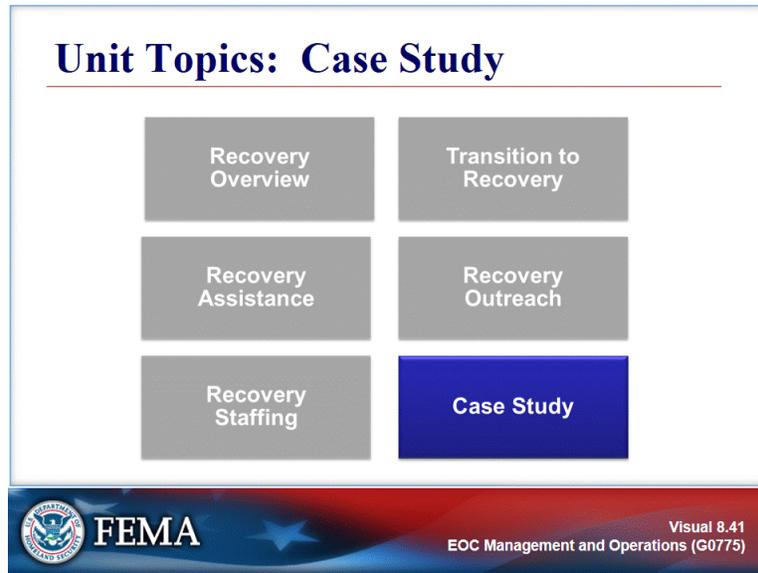
This activity is designed to demonstrate the challenges of transitioning an EOC from response to recovery using the Emergency and Recovery Support Functions.

**Instructions:** Working in small groups:

1. Review your assigned scenario on the activity sheet: EOC Recovery Staffing 8.6.
2. Discuss:
  - The three greatest challenges you might encounter as you transition ESFs to RSFs.
  - Ways to overcome the challenges.
3. Choose a spokesperson to explain your EOC's recovery staffing plan. Be prepared to share your work in 15 minutes.

**CASE STUDY**

**Visual 8.41**



**Key Points**

This section is a case study illustrating how one community – Nashville, TN, transitioned to recovery following devastating floods in 2010.

CASE STUDY: NASHVILLE

Visual 8.42

### Nashville Case Study



A devastating flood hit Nashville, TN in early May 2010, drenching the city but uniting the community.

Recovery efforts continue today.

- Hundreds of citizens are rebuilding their homes and their lives.
- Metro Nashville Government is improving emergency preparedness and planning for Nashville's long-term recovery.

 **FEMA**

Visual 8.42  
EOC Management and Operations (G0775)

**Key Points**

Nashville is representative of the kind of catastrophic local disaster that many communities could face. The Nashville event is considered a success story on how a community can transition from a difficult response to a successful recovery (even though recovery will continue for a significant period of time).

CASE STUDY: NASHVILLE

Visual 8.43

**Nashville Case Study: By the Numbers**

- 13 inches of rain fell in 36 hours, more than doubling the previous 2-day rainfall record set in 1979.
- The Cumberland River crested in Nashville 12 feet above flood stage.
- There was an estimated \$2 billion in damages to private property.
- 11 people died.



 **FEMA**

Visual 8.43  
EOC Management and Operations (G0775)

Key Points

Let's look at the magnitude of the Nashville flood:

- Thirteen (13) inches of rain fell in 36 hours, more than doubling the previous 2-day rainfall record set in 1979.
- The Cumberland River crested in Nashville—12 feet above flood stage.
- Estimated \$2 billion in damages to private property.
- Eleven (11) fatalities.

**CASE STUDY: NASHVILLE**

**Visual 8.44**

**Nashville Case Study: Transition to Recovery**

- **Over 29,000 volunteers**
- **2,773 impacted businesses with 14,499 workers**
- **\$87 million in Individual Assistance**
- **More than \$53 million in Public Assistance projects**



 **FEMA**

Visual 8.44  
EOC Management and Operations (G0775)

**Key Points**

As the community moved to recovery, Nashville saw:

- Over 29,000 volunteers.
- 2,773 impacted businesses with 14,499 workers.
- \$87 million in Individual Assistance.
- More than \$53 million in Public Assistance Projects.

### CASE STUDY: NASHVILLE

#### Visual 8.45

**Video: Nashville Mayor**

Can you briefly describe the May, 2010 flood disaster and how it impacted your community?

Click image to play video.



**FEMA**

Visual 8.45  
EOC Management and Operations (G0775)

#### Key Points

In this video, Nashville Mayor, Karl Dean, talks about the challenges and eventual success stories from the Nashville flood event.

#### Video Transcript:

**Question:** Can you briefly describe the May, 2010 flood disaster and how it impacted your community?

**Mayor Dean:** Well it began raining here on May 1<sup>st</sup> and we knew going into that weekend, May 1<sup>st</sup> was a Saturday, that we were expecting heavy rain and there are some tornado warnings, but we were talking about rain probably in the area of 2 to 3 inches. What happened was the rain came and the rain just didn't leave and it stayed here for somewhere between 36 and 48 hours, and during that time we got about 13 to 14 inches of rain. And so it really ended up being the worst natural disaster in Nashville in probably 50 to 60 years. We had about 2 billion dollars of damage to private property, extensive damage to public property. Eleven of our citizens died. We had major flooding downtown and major flooding all around creeks and tributaries of the Cumberland, and the Cumberland River itself. It was really the most devastating damage the city's had in years.

**Question:** In what ways did the EOC support or influence the disaster response?

**Mayor Dean:** Well the EOC was the main information sharing center throughout the entire event. The EOC is basically on high-ground and it's a place where we have always assembled department heads and other emergency management folks during a time of crisis. Generally those have been tornados and things of that nature. When I got to the Emergency Operations Center on Saturday afternoon, people were already there. There's a constant effort there to share information whether it's putting information on the screen or whether it's stopping and

### CASE STUDY: NASHVILLE

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#### Visual 8.45 (Continued)

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giving reviews from each department about what's going on. It became the place where all the briefings occurred. We had an agreement in advance with Belmont University to set up a communications center at Belmont. The EOC is right above Belmont, it was literally next to it, and Belmont has ample room in their different buildings to hold briefings for more press than we could handle at the EOC, so we set up a public communications center there and then the EOC, with all of its technology and equipment, and remained the center of all rescue recovery and even part of the rebuilding after the waters receded. I probably spent, I dunno, a week, week and a half there as my primary place where I was working during the flood.

**Question:** How long after the initial flood event did your EOC remain open before demobilizing and transitioning to a recovery organization?

**Mayor Dean:** Well we activated midday on May 1<sup>st</sup> and ran around the clock for about 14 days and deactivated on the 14<sup>th</sup>, so it was actually 14 days. The emergency response phase lasted the first 3 days, the water I don't think crested, the Cumberland River didn't crest until Monday, and then we transitioned into the recovery process beginning on May 4<sup>th</sup>.

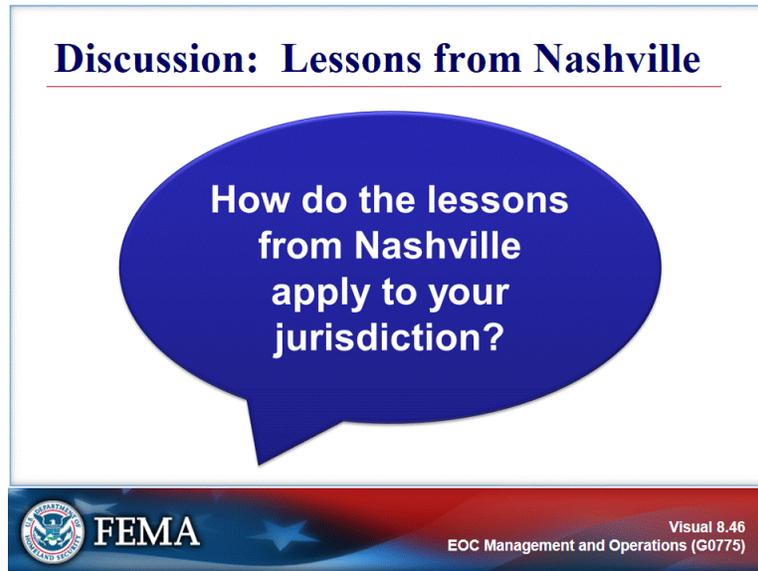
**Question:** What advice would you give to other communities about planning for recovery in the future? What do you want to share with other communities about how Nashville succeeded?

**Mayor Dean:** Well, the two things I think that were done in advance that really made a difference in Nashville; one would be the fact that we set up a joint agreement with Belmont University to have a communication center. That saved a lot of time and I think it made the communication part of the flood response and recovery that much easier, and the communications part is a really big deal. The other thing which I think is probably the most important is that we had an agreement in advance with Hands On Nashville to be the volunteer coordinator in the event of some sort of disaster.

There's probably no end to the amount of review and improvements you could make, and this is something that we're very mindful of. It's called a thousand-year flood, but that's just a probability. It could occur next week, it could occur a year from now, it could occur five years from now, it could occur a thousand and five years from now, but having been through it, all you wanted to do is be more prepared than you were the last time.

**CASE STUDY: NASHVILLE**

**Visual 8.46**



**Key Points**

**Discussion Question: How do the lessons from Nashville apply to your jurisdiction?**

**SUMMARY**

**Visual 8.47**

**Unit 8 Summary**

**We discussed:**

- **The definition of recovery.**
- **Critical recovery tasks.**
- **The value of pre-disaster recovery planning.**
- **How to engage the whole community in the recovery process.**
- **The process of transitioning EOC operations and staff from response to recovery.**
- **Recovery assistance.**



The slide footer features the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 8.47 EOC Management and Operations (G0775)' on the right, all set against a red and blue background with a white star.

**Key Points**

In this unit, we discussed:

- Definition of recovery.
- Critical recovery tasks.
- The value of pre-disaster recovery planning.
- How to engage the whole community in the recovery process.
- The process of transitioning the EOC operations and staff from response to recovery.
- Recovery assistance.

Notes: