



Restoration and Recovery

Guide for Private-Public Partnerships

December 2022



FEMA

Cover Images

Left: Damages and debris from EF-5 tornado Greensburg, Kansas, 2007. FEMA staff photo.

Right: Greenburg, Kansas recovering, 2011. FEMA staff photo.

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Table of Contents

1.	Introduction	1
1.1.	Purpose.....	1
1.2.	Target Audience.....	1
2.	Restoration and Recovery Coordinating Structures	1
2.1.	Collaborative Planning Team.....	2
2.2.	Long-term Recovery Group	3
2.3.	Recovery Task Forces	5
3.	Private-Public Partnership Process	6
3.1.	Plan	7
3.2.	Engage	7
3.3.	Integrate.....	8
3.4.	Assess and Refine.....	10

1. Introduction

A private-public partnership (P3) is described in the [Building Private-Public Partnerships \(P3\) guide](#) as any type of mutually beneficial cooperative arrangement, informal or formal, between two or more organizations of private industry and the public sector to enhance the life safety, economic security and resilience of jurisdictions. A P3 provides a collaborative framework among public and private sector stakeholders to promote equitable and inclusive disaster recovery.¹ The four-phase process described in the P3 guide provides jurisdictions with a framework for building or maturing capability and capacity for equitable restoration and recovery, integrating response and recovery operations and implementing long-term recovery strategies.

For the purposes of this guide **response** is focused on actions to save life, property and the environment; **restoration** is focused on stabilizing and repairing community lifelines; and **recovery** includes identifying recovery needs, vision and goals and to resource holistic recovery solutions.

1.1. Purpose

This guide provides recommendations and resources for a jurisdiction to establish and maintain a P3 to help plan and coordinate the restoration of community lifelines, plan and develop recovery strategies and implement recovery operations. For this guide, the term “jurisdiction” includes the local level – a county, city, town, combination of jurisdictions, multiple counties, or sub-state regions such as a Council of Governments or Homeland Security Region – as well as a state, tribe, or territory. Jurisdiction also includes neighborhoods, the private sector, Nongovernmental Organizations (NGO) and other civic organizations with responsibilities or interests in resilience, restoration and recovery.

1.2. Target Audience

This guide is for local government, private sector, NGOs, community planners and whole community stakeholders that are responsible for, have a vested interest in, have authorities to manage, or provide resources for restoration and recovery. Any jurisdiction, community, or private entity can use this guide.

2. Restoration and Recovery Coordinating Structures

Jurisdictions implement a variety of P3-like coordination structures pre- and post-disaster to help identify risks, establish relationships and organize and build capabilities to effectively manage recovery. Jurisdictions need coordination structures to assess and evaluate recovery issues, determine priorities, engage partners and identify and coordinate key resources. The way recovery

¹ FEMA defines equity as the consistent and systematic fair, just and impartial treatment of all individuals, which comes from [Executive Order 13985: Advancing Racial Equity and Support for Underserved Communities Through the Federal Government](#)

coordination structures are organized may be adapted from existing structures or new. Different models exist in doctrine and guidance for recovery coordination structures; what works in one jurisdiction may not work for another.² Some jurisdictions have developed additional coordinating structures to meet their unique needs.

2.1. Collaborative Planning Team

A Collaborative Planning Team (CPT) is first described in [Comprehensive Preparedness Guide \(CPG\) 101v3](#). A CPT for recovery leads the recovery planning process and steers the community through the steps needed to be prepared for recovery. A CPT can advise and support response, restoration and recovery efforts. A CPT for recovery should include representatives from jurisdiction departments and agencies that have roles in community planning, development, recovery sectors and post-disaster recovery. The CPT should also include NGOs, local advocates for historically disadvantaged and vulnerable populations and those with disabilities, housing and homeless advocates, environmental advocates and business and community organizations who can provide input for policy development and other technical assistance during the recovery planning process.

For recovery, a CPT supports the development of the emergency operations plan (EOP) specific to the restoration of community lifelines, leads the recovery planning process and steers a jurisdiction through the steps needed to prepare for long-term recovery. Incident response and short-term recovery set the stage for long-term recovery. A CPT should have informed and validated planning assumptions for the jurisdiction EOP and the hazard mitigation plan. Collaboration on pre-disaster recovery planning helps integrate emergency response, hazard mitigation, resilience and sustainability into the community's short- and long-term disaster recovery goals.³



Example: Pre-Disaster Recovery Plan Template

The Houston Urban Area Security Initiative (UASI) Regional Recovery Workgroup developed a Pre-Disaster Recovery Plan Template for the free use of jurisdictions within and outside of the Houston UASI region and should not be used for profit. The content may be used, deleted or modified to suit its jurisdiction. This document was developed by recovery subject matter experts representing different jurisdictions at different levels of government, as well as experts from other supporting organizations. Although this template includes Texas-specific references, it can be used by any jurisdiction. The Pre-Disaster Recovery Plan Template is available at <https://houstonuasi.com/recovery-resources/>.

² [National Disaster Recovery Framework](#)

³ FEMA's [Pre-Disaster Recovery Planning Guide for Local Governments](#) is designed to help local governments prepare for recovery by developing pre-disaster recovery plans that follow a process to engage members of the whole community, develop recovery capabilities across governmental and nongovernmental partners and ultimately create an organizational framework for comprehensive local recovery efforts.

As detailed in FEMA's [Pre-Disaster Recovery Planning Guide for Local Governments](#) a Collaborative Planning Team for recovery should include:

- Emergency manager.
- Recovery manager.
- Jurisdiction and private sector community planners.
- Local government departments that regulate and work with community lifelines or may have statutory authority and have roles in community planning and development, the recovery sectors and long-term disaster recovery.
- Owners and operators of public and private sector community lifelines and businesses that support community development, economic development, healthcare providers, housing, natural and cultural resources or disaster recovery.
- Local NGOs, faith-based organizations, service and care providers for vulnerable populations, local organizations that represent traditionally underserved populations, Community Organizations Active in a Disaster (COAD), Voluntary Organizations Active in Disaster (VOAD) and advocates for children including education and daycare.
- Members of the team that developed the community's hazard mitigation plan or comprehensive plan.



Example: Northeast Illinois Community Organizations Active in Disaster

The Northeast Illinois Community Organizations Active in Disaster (NEILCOAD) was established in 2013 to support the restoration and recovery of economically depressed neighborhoods of Chicago due to flooding. Over the past few years, the NEILCOAD has managed several Multi-Agency Resource Centers (MARC) and long-term recovery efforts for floods, tornados and fires.⁴

2.2. Long-term Recovery Group

One significant mechanism used for coordination by NGOs that focus on local disaster recovery is the establishment of a long-term recovery group (LTRG).⁵ If one does not exist, the local government needs to be a proponent to establish such an organization and then define the coordination points. A

⁴ Multi-Agency Resource Centers (MARC) are single locations where government, non-governmental organizations and private-sector businesses come together to provide free assistance and resources to survivors of a disaster. For more information visit <https://www2.illinois.gov/ready/after/Pages/MARC.aspx>.

⁵ [Long Term Recovery Guide, National Voluntary Organizations Active in Disaster \(2012\)](#)

LTRG is a cooperative body that is made up of representatives from faith-based, non-profit, government, business and other organizations in a jurisdiction to assist individuals and families as they recover from disaster. The LTRG can develop strategies for securing and managing financial resources. No matter the structure or the name used – unmet needs committee, interfaith, organization, coalition, roundtable, partnership or coordinating council – the goal is the same: to unite recovery resources with community needs to ensure that even the most vulnerable in the community recover from disaster.

A LTRG implements recovery strategies that ensure unmet needs are addressed as well as obtaining and managing recovery funding to include government grants and private and philanthropic resources. The goal of an LTRG is to unite recovery resources with community needs to ensure even the most vulnerable in the community recover from disaster. A LTRG is often led by an NGO, but when a local NGO is not available to lead the LTRG the jurisdiction needs to take the lead.

A LTRG may include:

- NGOs, nonprofit agencies, community civic and service groups, COAD/VOAD, community foundations, local houses of worship and faith-based organizations.
- The private sector, to include small businesses as well as industry environmental and cultural businesses and advocates, hospitals and community and behavioral health organizations, schools and institutions of higher education.
- Service and care providers for vulnerable populations and whole community advocates for equity and inclusion.
- Advocates for children including education and daycare.



Example: Harris County Long-Term Recovery Committee

The Harris County Long-Term Recovery Committee (LTCR)⁶ is a collaborative network created to address the long-term needs of Harris County following a disaster. The United Way of Greater Houston and the Harris County Office of Homeland Security and Emergency Management coordinate over 80 members that include government organizations, including the City of Houston, as well as faith-based and non-profit organizations. Several workgroups ensure that unmet needs during and after a disaster are addressed, service gaps are identified and filled and unnecessary duplication of services is avoided.

⁶ <https://hcltrc.org/>

2.3. Recovery Task Forces

Some jurisdictions, to include states, are developing task forces as their recovery coordinating structure. Many are adapted from [Recovery Support Functions \(RSF\)](#). Some jurisdictions have task forces to support planning and building capability and capacity for restoration through recovery, while others are only focused on long-term recovery.



Example: Recovery Task Forces

- The pre-disaster recovery plan template developed by the Houston UASI promotes the idea of using a recovery task force to develop and execute the post-disaster recovery plan and strategies.⁷ This task force includes the recovery manager, local government, state partners, business leaders, COAD/VOAD LTRG leadership and advocacies.
- The North Central Texas Council of Governments (NCTCOG) developed RSF-like frameworks and tools to plan and build capability and capacity for restoration and recovery. The frameworks and tools include Land Use, Infrastructure, Economic, Health and Social Services, Housing and Natural and Cultural Resources.⁸
- Bay County Florida used a task force and six RSF-based branches to develop a Long-term Recovery Plan for all of the communities in the county. This coordinating structure provided the forum for business and community leaders to combine their talents and resources to identify 322 potential actions for the recovery from devastation caused by Hurricane Michael in 2018. The task force included nine elected officials from the county, each municipality and the county school district. The branches include Economic Recovery, Infrastructure, Housing, Health and Social Services, Natural and Cultural Resources and Planning and Capacity Building.⁹
- North Carolina developed the [State Disaster Recovery Task Force](#) to help with developing resilience strategies and rebuilding. This task force has 12 subcommittees called RSFs. At this time, 6 of the 12 RSFs are active: Communications and Intergovernmental Relations, Nonprofit and Volunteerism, Business and Workforce Development, Environmental Preservation, Housing and Agriculture.
- The State of Vermont's Recovery Plan identifies six State Recovery Task Forces which may be activated to support recovery from disasters, including Individual and Family Needs, Health and Medical, Housing, Infrastructure, Agriculture and Historic and Cultural Restoration.¹⁰ Each task force can coordinate with local jurisdictions and Federal agencies.

⁷ The [Pre-Disaster Recovery Plan Template](#) was developed by the Houston UASI Regional Recovery Workgroup.

⁸ For information on restoration and recovery task forces, see the [NCTCOG Local Disaster Recovery Framework and Toolkit](#).

⁹ Bay County, [Florida Long-term Recovery Plan](#), July 9, 2019

¹⁰ [Vermont State Emergency Management Plan; Recovery Mission Area Plan](#)

3. Private-Public Partnership Process

A P3-like coordination structure offers an ideal forum to recognize interdependencies among potential impacts, identify and resolve potential conflicts and develop or validate planning assumptions. Through restoration and recovery P3s, jurisdiction partners can reduce the risk of disruption to the community lifelines and economy, achieve resilience and coordinate restoration and long-term recovery efforts where most needed.¹¹ These relationships can become change catalysts in a time of crisis. Proactive cooperation between public and private sector can reduce losses and shorten the length of a disruption of service.

A P3's development follows four phases, and each phase has typical activities to build or strengthen the partnership and its value to the jurisdiction (Figure 1).

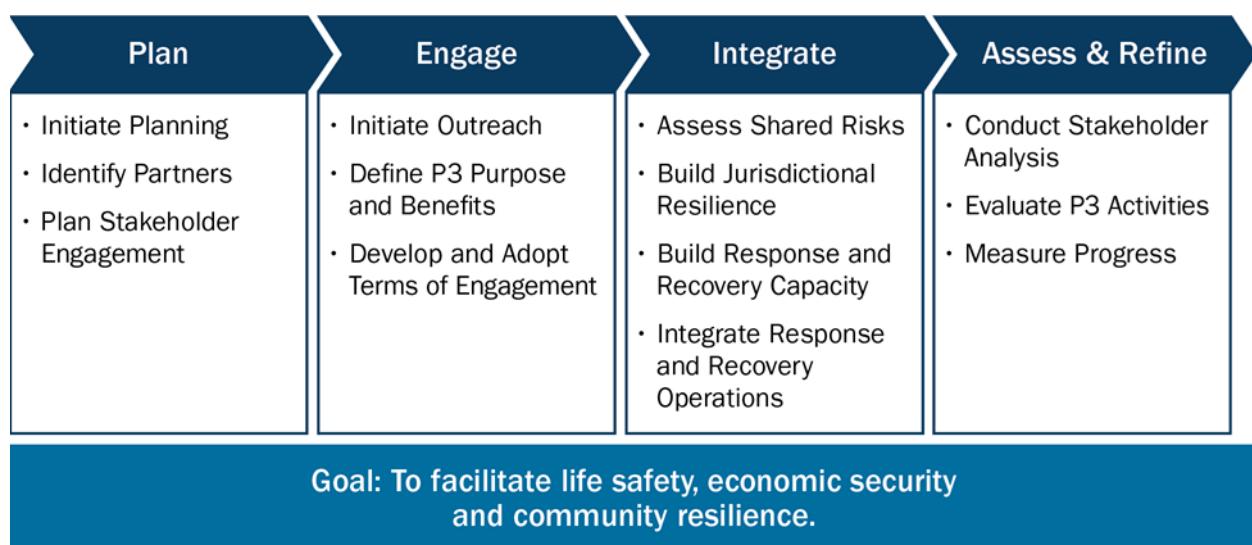


Figure 1: The Four Phases of a P3

The following sections detail typical activities in the four phases of a P3 and provide guidance and considerations for each specific to restoration and recovery.

¹¹ As defined in the National Response Framework (NRF), Community Lifelines are those services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. For more information on Community Lifelines, see <https://www.fema.gov/emergency-managers/practitioners/lifelines>.

3.1. Plan



Figure 2: Plan Activities

The best time to initiate planning for the P3 process for a post-recovery P3 is pre-disaster during “blue-sky” periods. It is best to build on what exists. Begin with the CPT and then add stakeholders for recovery-oriented activities or restoration-oriented activities. Roles change during pre-disaster, short-term recovery and long-term recovery. Identify partners building a jurisdictional economic and social profile of restoration and recovery partners. Including existing business alliances and affinity groups can expand outreach. Plan stakeholder engagement with the identified restoration and recovery partners.

3.2. Engage

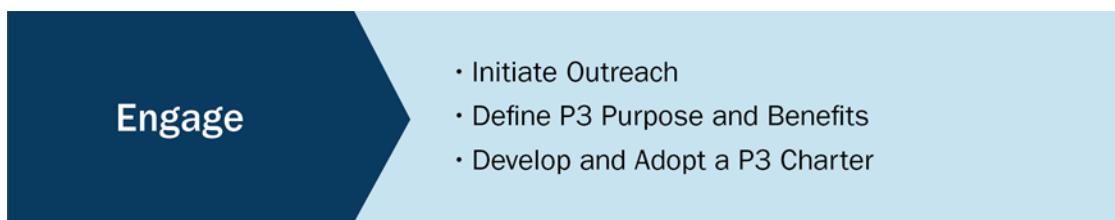


Figure 3: Engage Activities

A post-disaster P3 should initiate outreach through building relationships with the restoration and recovery stakeholders identified in the local economic and social profiles. Task forces and other types of P3s may be needed. The purpose and benefits of the P3 should be defined to support pre-disaster planning and preparation, short-term restoration and recovery or long-term recovery.

Develop and adopt terms of engagement clearly stating the purpose, goals, benefits and scope. Some P3s for recovery, such as most LTRGs, may need to have the legal authority to manage funding for recovery established. A charter establishes a legal foundation and governance structure. Funds for recovery can include state, federal or philanthropic grants and private investments and catastrophic bonds.

3.3. Integrate



Figure 4: Integrate Activities

Analysis and assessments of shared risk, community lifeline dependencies and economic development strategies, as well as equity needs and considerations identified, should inform the resiliency targets and be used to assess results. Existing plans, such as a master plan, comprehensive economic development strategy, hazard mitigation plan or a pre-disaster recovery plan, should inform priorities to avoid any unintended negative consequences, such as exacerbating inequities that previously existed.

A P3 can help a jurisdiction build capacity to respond to and recover from disasters providing vital private sector inputs to emergency and disaster response and recovery plans. Establishing a [Business Emergency Operation Center \(BEOC\)](#) can facilitate remote coordination and information sharing and analysis for planning and operational actions for stabilization of community lifelines and long-term recovery. Like any P3, restoration or recovery focused P3s need clear understanding of the activation and common operational activities, cross-sector collaboration and information sharing and analysis requirements.

Restoration and recovery P3s can do the following:

- Pre-disaster
 - Forecast future needs and trends and establish recovery planning priorities¹²
 - Assist a jurisdiction in developing or validating planning assumptions
 - Identify opportunities to build future resilience through mitigation and other methods
 - Advise on mitigation targets and development of measurable objectives, outcomes and resilience-building targets
 - Set short, intermediate and long-term goals and objectives

¹² “A recovery plan should establish short and long-term recovery priorities that should include critical functions, services or programs, vital resources, facilities and infrastructure.” [Emergency Management Standard](#), Emergency Management Accreditation Program (EMAP), American National Standard Institute (ANSI)/EMAP EMS 5-2019

- Build-on and adapt preexisting plans and priorities
- Identify a common set of indicators for progress
- Short-term restoration and recovery
 - Support a jurisdiction to evaluate the baseline assessments of community conditions, reassess risk and evaluate needs
 - Guide lifelines restoration decisions based on damage assessments, debris clearance and other decisions that may affect long-term recovery
 - Advise on development and implementation of a post-disaster redevelopment ordinance
 - Assist jurisdictions in evaluating current and anticipated recovery needs
 - Re-assess community priorities, values and vision for future development
 - Develop or revise a post-disaster restoration and recovery strategy
 - Develop realistic goals and timelines
 - Track the progress of restoring the community lifelines
 - Communicate to the community, gather public feedback and build support for restoration and recovery strategies
- Long-term recovery
 - Guide equitable long-term recovery and redevelopment strategies
 - Advise on land use, implementing resilience for post-disaster construction, affordable housing options, transportation networks, community design and preserving the environment
 - Identify specific projects in areas of critical importance to the community, region or state's overall recovery
 - Advise on or manage post-disaster financing and apply for grants for funding ¹³

¹³ FEMA's [Disaster Financial Management Guide](#) identifies the capabilities and activities necessary to prepare and successfully implement disaster financial management while maintaining fiscal responsibility throughout response and recovery operations. The principles, concepts and resources contained in the guide can support jurisdictions in identifying the resources needed to support their community, increase the efficiency of recovery efforts and reduce the likelihood of audits and financial penalties for the jurisdiction.

- Help jurisdictions to facilitate the process of identifying and navigating the assistance application processes
- Assist jurisdictions in understanding how to access all available resources beyond traditional recovery programs
- Track progress across all sectors, including but not limited to housing, environmental, economic, infrastructure and health and social services

3.4. Assess and Refine

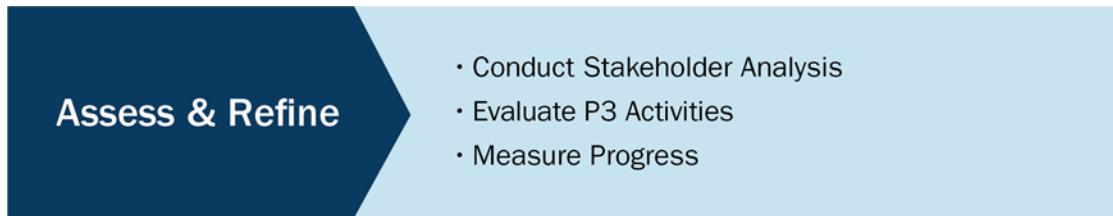


Figure 5: Assess and Refine Activities

Successful restoration and recovery P3s have shared risks, outcome-oriented restoration and recovery objectives, integrated planning and operations, defined stabilization targets and recovery goals and support of leadership. Restoration and recovery P3s monitor the restoration of community lifelines and ensures integrated and equitable restoration that supports long-term recovery and monitors long-term recovery projects to ensure a unified and equitable recovery.