



CITY OF NEW ORLEANS COMPREHENSIVE RECOVERY FRAMEWORK

LOCAL OPERATIONS
FRAMEWORK FOR
POST-DISASTER RECOVERY
IN NEW ORLEANS

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EXECUTIVE SUMMARY

What is the Comprehensive Recovery Framework?

Disaster recovery is the period after an initial response to a disaster ends and recovery begins, leading directly towards efforts to build long-term community resilience. Since Hurricane Katrina, the City of New Orleans has developed and operationalized plans for disaster response,¹ hazard mitigation,² and resilience,³ as well as other topical plans and procedures which are critical for effective disaster management. The City of New Orleans Comprehensive Recovery Framework (CRF) continues the work of organizing disaster management by establishing structures for local government and partners to leverage after centralized disaster response concludes and unmet community recovery needs are revealed.

The CRF is a series of frameworks that cover an ideal organizational structure for recovery decision making, information flow, communications, and service delivery. It includes a series of desired outcomes, goals, and metrics organized by Recovery Support Function (RSF). The CRF incorporates a continuous improvement framework for reviewing and updating recovery policies, plans, and procedures, as well as initial improvement actions to take in the short- to medium-term.

The CRF has six central purposes:

1. To establish disaster recovery as a distinct phase of disaster management for the City of New Orleans and its partners
2. To organize a predictable, flexible, and scalable framework for disaster recovery leadership and management for the City of New Orleans and its partners
3. To serve as leverage when seeking additional recovery resources from public and private sources before and during disaster recovery
4. To serve as a guidance document for all future disaster-specific recovery planning efforts
5. To document goals and metrics for recovery progress before a disaster and provide a framework for continuous improvement efforts
6. To map capacities and collaboration expectations of implementation partners providing services during disaster recovery

1 City of New Orleans, Office of Homeland Security and Emergency Preparedness (NOHSEP). (2021). NOHSEP/CEOC Continuity of Operations Plan (COOP).

2 City of New Orleans, Office of Homeland Security and Emergency Preparedness. (2021). Hazard Mitigation Plan, Available at: <https://ready.nola.gov/NOLAReady/media/Assets/Hazard%20Mitigation%20Plan/2020-City-of-New-Orleans-Hazard-Mitigation-Plan.pdf>.

3 City of New Orleans. (2015). Resilient New Orleans: Strategic Actions to Shape Our Future City, Available at: http://resilientnola.org/wp-content/uploads/2015/08/Resilient_New_Orleans_Strategy.pdf.

As discussed in Chapter 1, the CRF is both an operational plan and a vision document. It establishes frameworks for governance and implementation of disaster recovery actions, as well as evaluative criteria for recovery efforts related to the core values of the City of New Orleans, namely equity and sustainability and resilience. The CRF is a pre-disaster recovery plan, which establishes frameworks for short- and long-term recovery processes in advance of a disaster event. The CRF is distinct from a post-disaster recovery plan, which is developed after a disaster to reflect conditions specific to the event and its recovery.

The key recommendations of the CRF cover governance and organization, goal setting, progress measurement, and continuous improvement, with particular attention and focus on values-based goals and implementation. Each chapter of the CRF details recommendations for creating a fully built disaster recovery structure based in City government with close partner collaborations with community stakeholders. The CRF was developed to outline an ideal recovery structure and is not predicated on the assumption that current City resources can support the full Disaster Recovery Framework nor the rigor of the continuous improvement plan. However, the CRF should be leveraged whenever possible to seek additional funding to build out these capacities during steady-state and recovery periods.

How to Use the Comprehensive Recovery Framework

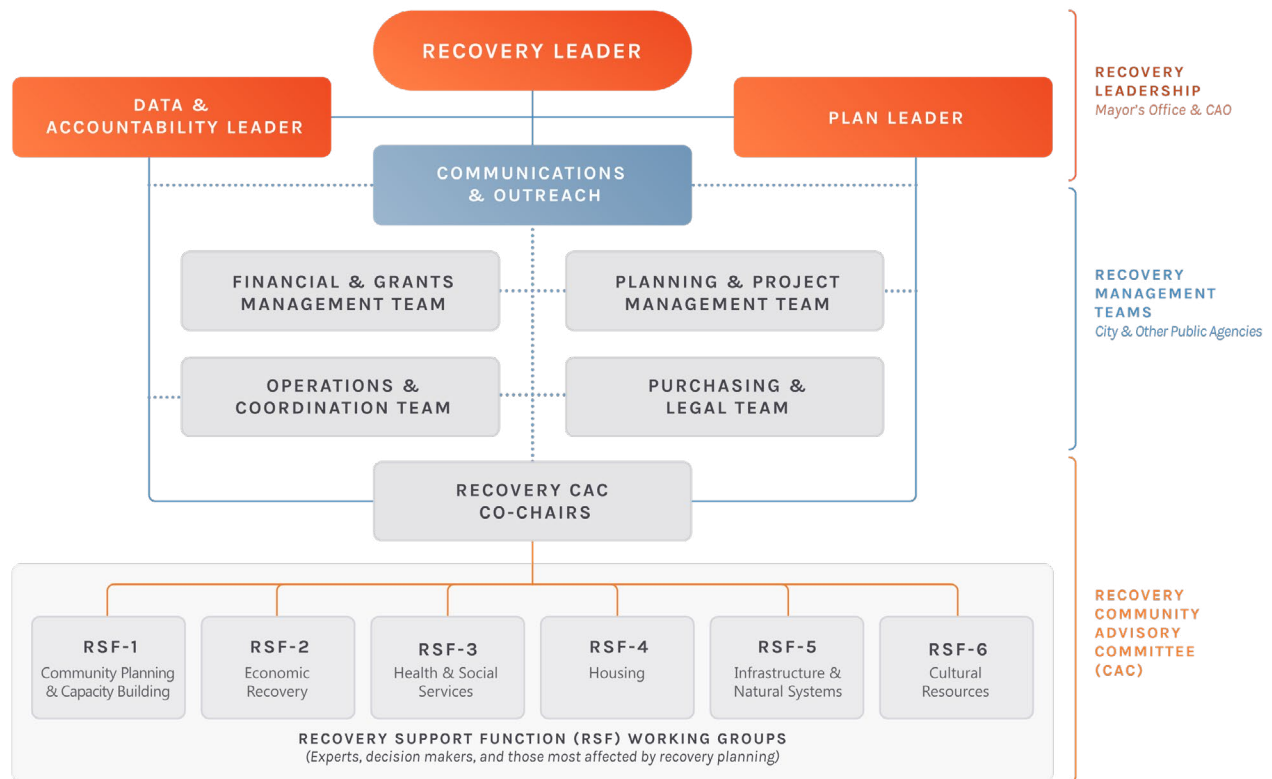
The CRF should be used as a high-level guide for organizing goals, resources, data, communications, and evaluation before, during, and after a disaster recovery period. Recovery activities begin once immediate emergency response activities slow down and conditions stabilize. While each disaster will require specific planning and operational strategies to meet the recovery needs of New Orleanians, the CRF's Disaster Recovery Framework, metrics and indicators, and strategies should be universal across disaster recovery periods.

DISASTER RECOVERY FRAMEWORK

The core set of recommendations for organizing a predictable yet flexible, and scalable framework for disaster recovery is detailed in Chapter 2. The Disaster Recovery Framework is primarily a guide to formalizing authority, collaboration, and accountability via clear governance structures—organized into Recovery Leadership, Recovery Management, and a Recovery Community Advisory Committee.

The first step in implementing the CRF is to formalize the ideal Recovery Leadership Team (RLT). The RLT includes an accountable Recovery Leader, a Plan Leader to maintain the CRF and its goals, and a Data & Accountability Leader to manage reporting on progress and challenges throughout recovery. Next, the City establishes Recovery Management Teams (RMTs)

to perform the day-to-day work of recovery. The five collaborative RMTs are Communications and Outreach, Planning and Project Management, Financial and Grants Management, Purchasing and Legal, and Operations and Coordination. The RMTs will primarily be made up of existing departments and agencies but will formalize collaboration during recovery to share resources, capacities, and information.



The Recovery Community Advisory Committee (CAC), which was established as part of the CRF planning process, will have critical roles in service delivery for communities as well as managing flows of information and resources to help contribute to collective progress reporting and the documentation of ongoing needs. The Recovery CAC is organized into six Recovery Support Function (RSF) Working Groups, which represent key sectors for coordination and service delivery. Recovery CAC membership is a multi-disciplinary group of public officials, community leaders, advocates, and those most affected by recovery policies. CRF recommends the Recovery CAC roster be evaluated for the widest and deepest capacity to reach communities during recovery as well as opportunities to collect, analyze, and share information to improve long-term recovery efforts.

As soon as a disaster threat is expected, City leadership should review the CRF's Disaster Recovery Framework to prepare to seek additional recovery resources, fill key recovery leadership roles, and prepare recovery management agencies for activation. The framework, including elements related to governance, data, and the RSFs, represents an ideal organiza-

tional structure which may not be achievable through the application of existing resources. Leverage Chapter 2 of the CRF before, during, and after disaster to pursue additional resources, including funding and staffing, to implement the framework.

RECOVERY GOALS, METRICS, AND INDICATORS

Chapter 3 details outcomes, metrics, and indicators derived from facilitated discussions across RSF Working Groups during the CRF planning process, as well as methods to regularly report recovery progress. The metrics and indicators proposed in the CRF are a starting point for each of the six RSF areas; individual recovery efforts may require the use of new or more specific metrics. Themes expressed across Working Group discussions during the planning process included a focus on communications, coordination, continuous improvement, data and technology, and ensuring a Whole Community approach. Regularly marking progress against these goals and building off the stated indicators will inform recovery operations and focus efforts.

VALUES-BASED IMPLEMENTATION

Efficiency

The RSF structure is designed to create focus and structure for the wide-ranging activities necessary during disaster recovery. Where possible, City government leaders will guide more centralized recovery resource management and service delivery via the Recovery Leadership and RMT structures. However, in most cases, collaborations with other partners and community stakeholders will be necessary to provide high levels of service to those with recovery needs. The CAC and RSF meeting and collaboration structure can help achieve the efficiency necessary to seek, receive, and process funding and quickly refer those in need to the appropriate implementation partner.

Equity

New Orleanians face extreme challenges due to past injustices and contemporary persistent inequities. Disasters can serve to exacerbate inequality and suffering unless special attention and resources are dedicated to vulnerable communities—leveraging recovery to improve overall quality of life and opportunity. The CRF recommends that policies, procedures, and future planning efforts be screened for equity benefits, beginning with the following questions:

- Does the policy, procedure, or activity actively include populations who are not adequately reached via traditional methods?
- Are special considerations being given to the ability for diverse populations to equitably access and materially benefit from recovery efforts and resources?
- Is the reach and efficacy of the recovery communication or activity being communicated back to the general public and community advocates?

Sustainability and Resilience

With the development and release of the City's resilience strategy and climate action strategy, New Orleans declared its intentions to center sustainability and resilience in operations and leadership. Much like how recovery should be an opportunity to redress inequities that were present before disaster, it can also offer the chance to rebuild stronger, more efficiently, and with less contribution to climate change. The CRF recommends exploring increased resilience and sustainability standards through rebuilding, procurement, and energy regulation. For potential policies and programs, the following questions could be used to screen for sustainability benefits:

- Does the policy or procedure promote environmentally sustainable rebuilding practices?
- Does the policy or procedure promote resilience to the effects of climate change, including sea level rise, stronger storms, and more frequent flooding events?
- Does the policy or procedure contribute to transportation mode shift from private cars toward active transportation?
- Does the policy or procedure improve the environmental health of public and private spaces?
- Does the policy or procedure advance the goals of the City's Climate Action Plan to reduce greenhouse gas emissions?

Culture

There are specific recommendations throughout the CRF focused on the cultural community. New Orleans celebrates and relies on its cultural community throughout the year—during good times and in bad. Yet, many musicians, artists, and traditional culture bearers are often living under precarious economic circumstances exacerbated by disaster. A focus on tangible and intangible cultural resources as part of RSF 6 is an intentional action to prioritize and support the people who make New Orleans unique. RSF 6 has an important role in pursuing an equitable disaster recovery for the cultural community through ongoing and proactive engagement during recovery and non-recovery periods. Such engagement and support must be sensitive to the irregular hours, major seasonal swings, and the local patterns of cultural production and economic activity. Recovering from disaster should make it easier to undertake cultural activities—not restrict them further. New Orleans is defined by its unique cultures, and we have a responsibility to help those who create them recover faster and stronger.

Continuous Improvement for Recovery

Each disaster is different, and we learn from each period of disaster recovery. The CRF's Continuous Improvement for Recovery model outlined in Chapter 4 offers an organized approach to integrating lessons learned through disaster recovery, focused on processes, procedures, and organizational capacity. This review process will take in information from common recovery metrics and indicators and help evaluate and propose new ideas for im-

proving recovery conditions. Continuous improvement is a year-round collaboration among Recovery Leadership, RMTs, community partners and stakeholders, and the public, ultimately resulting in the development of an improvement plan for disaster recovery policies, procedures, and plans.

Annual development and updates to the improvement plan will be led by the Plan Leader in coordination with the Recovery Leadership Team and the Recovery CAC. Through the annual CRF review process and continuous improvement convenings, the City and the Recovery CAC will develop and formalize an improvement plan which includes coverage of the following areas:

1. Annual updates on recovery challenges and successes by RSF functional area
2. Annual updates on recovery lessons learned, emerging practices, and best practices
3. Annual updates to the Recovery CAC’s recovery goals, metrics, and outcomes by RSF area
4. Specific actions, metrics, roles, responsibilities, and timelines for improvement efforts, including updates to recovery-related policies, procedures, and plans
5. Annual assessment and updates on improvements to enhance recovery efficiency, sustainability and resilience, and equity, including the assessment of engagement and communications activities
6. Annual assessment of agency capacity as well as formal pre-identification of leadership roles (across Recovery Leadership and Management) to be assumed during a recovery

PLANNING FOR THE FUTURE

Chapter 5 is primarily focused on how to ensure an organized, equitable, and sustainable recovery becomes standard operating procedure in the future. It details how to prioritize identified improvements in recovery policies, procedures, and plans based on the principles of the National Disaster Recovery Framework, the stated goals of the Recovery CAC Working Groups, and the values of the City of New Orleans.

It also identifies an initial list of priority actions to take to improve local disaster recovery, as well as key actors and benefits to disaster recovery outcomes. This list can serve as a model for the development of an improvement plan as part of continuous improvement for recovery. A summary of initial actions for improvement is below:

POLICIES	KEY INITIAL ACTORS
Formalized Recovery Governance, Authority, and Accountability	
Pass Recovery Ordinance	Mayor’s Office, City Council
Develop Recovery Management Team job aids/operations summaries	City of New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP), Office of Resilience and Sustainability (ORS)

POLICIES	KEY INITIAL ACTORS
Expedited Procurement	
Pre-positioned Cooperative Endeavor Agreements (CEAs) and service contracts	Purchasing Department, Legal Department
Pre-qualify recovery vendors and consultants	Purchasing Department, Legal Department, NOHSEP
Improved Rebuilding Standards	
Develop resilient rebuilding standards for public and private property	NOHSEP, ORS, City Planning Commission (CPC), Property Management
Establish sustainability standard criteria for public and private property	NOHSEP, ORS, CPC, Property Management
Information Sharing	
Pre-define data sharing list for federal resources	NOHSEP, Mayor’s Office, City of New Orleans Office of Community Development (OCD)
Re-establish City of New Orleans Quality of Life indicators to align with community targets	City of New Orleans Health Department, Office of Performance and Accountability (OPA), Mayor’s Office
PROCEDURES	
Improved Collaboration	
Institutionalize Project Delivery Unit (PDU)/ Sewerage and Water Board of New Orleans (SWBNO) joint project delivery	Department of Public Works (DPW), SWBNO, PDU, Joint Infrastructure Coordination Center (JICC)
Data Transparency and Utility	
Standardize data reporting inputs	Recovery Leadership, Office of Information Technology and Innovation (ITI), OPA, Recovery CAC
Establish a formal procedure for crowd-sourced data collection and validation	Recovery Leadership, ITI, OPA, Recovery CAC
Develop accessible, real-time database of recovery programs and services	Recovery Leadership, ITI, OPA, Recovery CAC



PROCEDURES	KEY INITIAL ACTORS
Case Management	
Institutionalize COVID response task force model	City of New Orleans Health Department, NOHSEP
Build “no wrong door” referral capacity	City of New Orleans Health Department, NOHSEP, OCD, Mayor’s Office, City Council
Capacity Building	
Establish recovery-focused exercises	NOHSEP, ORS, Mayor’s Office, Neighborhood Engagement Office (NEO)
Coordinate annual exercises for the Recovery CAC	NOHSEP, ORS, Recovery CAC

PLANS	KEY INITIAL ACTORS
Post-disaster-focused future land use plans	
Develop risk-based plan tied to zoning ordinance	NOHSEP, ORS, CPC, ITI, Recovery CAC
Develop neighborhood plans focused on risk mitigation and sustainability	NOHSEP, ORS, CPC, ITI, Recovery CAC
Create neighborhood-focused upgrade programs	NOHSEP, ORS, CPC, ITI, Recovery CAC

The improvement actions should be seen as a living, evolving part of the CRF, with elements that can be accomplished, policies that can be adopted, and new ideas that can be added as the continuous improvement review process advances in the future.

Please note, this version of the CRF is not intended to be an exhaustive or complete guide to pre-planning recovery operations, creating new recovery policies, or defining ideal recovery outcomes. The CRF should be used as a starting point for organizing disaster recovery efforts in New Orleans and leveraging its hard-earned organizational knowledge and capacity to better lead, manage, and deliver a faster, more complete, and more equitable recovery for all New Orleanians.



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Key Definitions and Acronyms

This Plan frequently uses key terms to describe recovery concepts and practices. Definitions for these terms are provided below to serve as a reference.

DEFINITIONS

Comprehensive Recovery Framework: A Comprehensive Recovery Framework is the set of goals, processes, documented capacities, roles and responsibilities, and resources established before a disaster to manage and measure an equitable and sustainable recovery after a disaster for use by local government and communities. Recovery planning helps harmonize goals, responsibilities, and resources across local government and civil society.

Disaster: An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries.



Disaster Continuum: The Disaster Continuum incorporates four phases: preparedness, response, recovery, and mitigation. All communities are always within at least one of these phases.

Figure 1: Phases of the Disaster Continuum

Equity: An equitable government acts with purpose to achieve just and fair inclusion, leveraging power and resources to dismantle institutional racism and all forms of discrimination wherever they exist. Equity is achieved when identity, status, and ability no longer predict a person’s quality of life in our city.⁴

Hazard: According to FEMA, “Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.”⁵

Hazard Mitigation Plan: An official plan prepared for governing board adoption and FEMA approval, which, among other things, assesses the type, location, and extent of natural hazards affecting the City; describes vulnerability of people, structures, and infrastructure facilities to such hazards and estimates potential losses, and includes a mitigation strategy that provides the City’s blueprint for reducing potential losses identified.

4 City of New Orleans. (2017). Equity New Orleans: The Road the Equitable Government. Available at: <https://progov21.org/Download/Document/U09B43>.

5 FEMA. Glossary. Available at: <https://training.fema.gov/programs/emischool/el361toolkit/glossary.htm#:~:text=Hazard%3A%20Something%20that%20is%20potentially,life%20and%20property%20from%20hazards>.

Mitigation: According to FEMA, “hazard mitigation reduces loss of life and property by minimizing the impact of disasters.” Mitigation focuses on long-term strategies to protect people and property from disasters. Mitigation plans are key to breaking the cycle of disaster damage and reconstruction. While mitigation is a separate phase from recovery in the Disaster Continuum and incorporates a separate planning process (see also “Hazard Mitigation Plan”), decisions and investments made during recovery can help contribute to hazard mitigation objectives.⁶

Recovery: Recovery is a part of the Disaster Continuum – it is the process after the initial emergency response to a disaster is over. FEMA’s National Disaster Recovery Framework (NDRF) defines recovery as “those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.”⁷

Recovery Management: The coordination of processes and actions for recovery outcomes via a pre-determined organizational and accountability structure. The National Disaster Recovery Framework identifies local government as responsible for this coordination.

Recovery Support Functions (RSFs): Modeled after FEMA’s Emergency Support Functions (ESF), Recovery Support Functions (RSFs) are organized across relevant topic areas to comprehensively address community recovery. The City of New Orleans uses six RSFs, slightly modified from FEMA’s: 1) Community Planning and Capacity Building, 2) Economic Recovery, 3) Health and Social Services, 4) Housing, 5) Infrastructure and Natural Systems, and 6) Cultural Resources. Through the RSFs, relevant stakeholders and experts are brought together during steady state planning and activated post-disaster to identify and resolve recovery challenges. Together, these RSFs help facilitate local stakeholder participation and promote intergovernmental and public-private partnerships.

Resilience: The capacity of individuals, communities, institutions, businesses, and systems to survive, adapt, and grow despite the chronic stresses and acute shocks they experience.⁸

Response: The period immediately after disaster, often managed by First Responders, where immediate life and property needs are addressed.

6 FEMA. Hazard Mitigation Planning. Available at: <https://www.fema.gov/emergency-managers/risk-management/hazard-mitigation-planning>

7 FEMA. (2011). National Disaster Recovery Framework. Available at: <https://www.fema.gov/pdf/recoveryframework/ndrf.pdf>.

8 City of New Orleans. (2015). Resilient New Orleans. Available at: http://resilientnola.org/wp-content/uploads/2015/08/Resilient_New_Orleans_Strategy.pdf.

Pre-disaster Plan for Post-disaster Recovery: The CRF is a pre-disaster plan for recovery. A plan for local government and community recovery that is put into place prior to a disaster to facilitate more efficient and equitable recovery. It is intended to bring order to the recovery process, but may be augmented with post-disaster plans, which are developed once a disaster occurs and more specific details on community impacts and recovery needs are known. A pre-disaster plan emphasizes the governance structure for Recovery Management as well as goals and indicators, processes, roles and responsibilities, and resources across local government and community capacities.⁹

Sustainability: Meeting the needs of current and future generations without compromising the ecosystems upon which they depend. For New Orleans, this also means a commitment to lowering greenhouse gas emissions, the primary cause of global warming and climate change. These emissions largely derive from the energy we use, how we transport ourselves and our goods, and the decomposition of our waste.¹⁰

LIST OF ACRONYMS

- CAC:** Recovery Community Advisory Committee
- CAO:** City of New Orleans Chief Administrative Office
- CCB:** Community Capacity Building
- CDBG-DR:** Community Development Block Grant-Disaster Recovery
- CDBG-NDR:** Community Development Block Grant-National Disaster Resilience
- CDL:** Community Disaster Loan Program
- CEA:** Cooperative Endeavor Agreement
- CEOP:** City of New Orleans Comprehensive Emergency Operations Plan
- CO:** Communications & Outreach
- COOP:** Continuity of Operations Plan
- CPC:** City of New Orleans Planning Commission
- CRF:** Comprehensive Recovery Framework
- CRRL:** Cultural Resources Recovery Liaison
- DOL:** U.S. Department of Labor
- DCMP:** Disaster Case Management Program
- DPW:** City of New Orleans Department of Public Works
- D-SNAP:** Disaster Supplemental Nutrition Assistance Program
- ESF:** Emergency Support Function
- FEMA:** Federal Emergency Management Agency
- FEMA IA:** FEMA Individual Assistance
- FEMA PA:** FEMA Public Assistance
- FGM:** Financial & Grants Management
- FHWA:** Federal Highway Administration
- FTA:** Federal Transit Administration
- GOHSEP:** Governor’s Office of Homeland Security and Emergency Preparedness
- HHS:** U.S. Department of Health and Human Services
- HMGP:** Hazard Mitigation Grant Program
- HMP:** Hazard Mitigation Plan
- HUD:** U.S. Department of Housing and Urban Development

9 American Planning Association. (2014). Planning for Post-Disaster Recovery: Next Generation. Planning Advisory Service Report 576. Available at: https://www.fema.gov/sites/default/files/2020-06/apa_planning-for-post-disaster-recovery-next-generation_03-04-2015.pdf.

10 Definition developed during the CRF planning process as a combination of work by the American Planning Association (APA) and information from the City of New Orleans climate action plan, “50% by 2030: Climate Action for a Resilient New Orleans” (2017)

ICS: Incident Command System
IMHNO: Institute of Mental Hygiene
ITI: City of New Orleans Office of Information Technology and Innovation
JICC: Joint Infrastructure Coordination Center
LDRMs: Local Disaster Recovery Managers
LTRG: Long-term Recovery Group
NDRC: National Disaster Resilience Competition
NDRF: National Disaster Recovery Framework
NEA: National Endowment for the Arts
NEG: National Emergency Grants
NEO: City of New Orleans Mayor’s Neighborhood Engagement Office
NIVA: National Independent Venue Association
NOHSEP: City of New Orleans Office of Homeland Security and Emergency Preparedness
NORA: New Orleans Redevelopment Authority
NORD: New Orleans Recreation Department Commission
NOTCF: New Orleans Tourism and Cultural Fund
NVOAD: National Voluntary Organizations Active in Disaster
OC: Operations & Coordination
OCD: City of New Orleans Office of Community Development
OPA: City of New Orleans Office of Performance and Accountability
ORS: City of New Orleans Office of Resilience and Sustainability
OYF: City of New Orleans Office of Youth and Families
PDU: City of New Orleans Project Delivery Unit
PL: Purchasing & Legal
PPM: Planning & Project Management
PSA: Public Service Announcement
RMT: Recovery Management Team
RSF: Recovery Support Function
SBA: Small Business Administration
SNAP: Supplemental Nutrition Assistance Program
SVI: Social Vulnerability Index
SWBNO: Sewerage & Water Board of New Orleans
VOADs: Volunteer Organizations Active during Disaster



CHAPTER 1:



INTRODUCTION



**COMPREHENSIVE
RECOVERY FRAMEWORK**

LOCAL OPERATIONS FRAMEWORK FOR POST-DISASTER RECOVERY IN NEW ORLEANS

1.1 Background

For as long as many New Orleanians can remember, the city has been recovering from disasters.

Especially since Hurricane Katrina in 2005, the City of New Orleans and community partners have taken countless steps to address long-term recovery for all New Orleanians, learning lessons through successes and failures along the way. The Comprehensive Recovery Framework (CRF) is a tool to organize lessons learned through nearly two decades of managing disaster recovery while integrating best practices from communities around the world.

The CRF is both an operational plan and a vision document. It establishes frameworks for governance and implementation of disaster recovery actions as well as evaluative criteria for recovery efforts related to the core values of the City of New Orleans, namely equity and sustainability and resilience. The CRF is a pre-disaster recovery plan, which establishes frameworks for short- and long-term recovery processes in advance of a disaster event.

Recovery is the period *after* an initial response to a disaster and leads directly into efforts to build long-term community resilience. Since Hurricane Katrina, the City has developed and operationalized plans for disaster response,¹¹ hazard mitigation,¹² and resilience to major shocks and stresses¹³ as well as other, more specific topical plans and procedures which are critical for effective disaster management. Some of these plans, like the Hazard Mitigation Plan (HMP), are required by the Federal Emergency Management Agency (FEMA), whereas others, like the City's resilience strategy, represent the City of New Orleans taking a national leadership role in response to the many acute and chronic threats it faces.

While a recovery plan is not required by the federal government, FEMA highly recommends developing such plans, and it represents a new opportunity for the City of New Orleans to take the lead on effective, equitable, and sustainable disaster management. Active recovery plans are not yet common among U.S. cities, but it is well understood to be a global best practice, especially in locations that face regular threats of disaster. Competitive federal funding awards allow the City to take the lead on this critical government function.

While the City has built and honed many capacities in recent years to manage disaster recovery, until now, the City has not had a discrete plan to organize recovery leadership and management. The CRF seeks to apply the organizational successes of other City plans, pol-

11 City of New Orleans, Office of Homeland Security and Emergency Preparedness (NOHSEP). (2021). NOHSEP/CEOC Continuity of Operations Plan (COOP).

12 City of New Orleans, Office of Homeland Security and Emergency Preparedness. (2021). Hazard Mitigation Plan, Available at: <https://ready.nola.gov/NOLAReady/media/Assets/Hazard%20Mitigation%20Plan/2020-City-of-New-Orleans-Hazard-Mitigation-Plan.pdf>.

13 City of New Orleans. (2015). Resilient New Orleans: Strategic Actions to Shape Our Future City, Available at: http://resilientnola.org/wp-content/uploads/2015/08/Resilient_New_Orleans_Strategy.pdf.

icies, and procedures for medium- to long-term recovery and prepare City and community decision makers to lead and manage complex and uncertain needs after disaster

The CRF is a series of frameworks that cover an ideal organizational structure for decision making, information flow, communications, and service delivery; a series of desired outcomes, goals, and metrics organized by Recovery Support Function (RSF); a continuous improvement method for reviewing and updating recovery policies, plans, and procedures; and an initial list of improvement actions to take in the short-to-medium term.

ORGANIZING DISASTER RECOVERY IN NEW ORLEANS

Organizing disaster recovery at the municipal level ahead of time is not a new idea, but cities around the world have only recently begun implementing pre-disaster recovery planning. FEMA has offered national-level direction and guidance in the form of a National Disaster Recovery Framework (NDRF) since 2011, after national legislation was passed requiring such a framework in the aftermath of Hurricane Katrina. The NDRF, while a national-level framework, calls for “local primacy” as one of nine core principles in the organization of recovery efforts as well as introduces the concept of a “Local Disaster Recovery Manager.”¹⁴ Both ideas are now fundamental to the development and management of the CRF.



Resilient New Orleans: Strategic action to shape our future city, 2015

The American Planning Association’s report, *Planning for Post-Disaster Recovery: Next Generation*, which discusses pre-disaster planning and provides case studies of successful plan organization and implementation practices, also informed the framework outlined in the CRF. The report provides a structure for the recovery planning process and highlights the need for representation from the whole community, including representatives of local government, disaster recovery agencies, and community stakeholders, during recovery plan development and application.¹⁵

The experience of New Orleanians recovering from Hurricane Katrina while also facing other disasters in subsequent years inspired

14 FEMA. (2011). National Disaster Recovery Framework. Available at: <https://www.fema.gov/pdf/recoveryframework/ndrf.pdf>.

15 American Planning Association. (2014). Planning for Post-Disaster Recovery: Next Generation. Planning Advisory Service Report 576. Available at: https://www.fema.gov/sites/default/files/2020-06/apa_planning-for-post-disaster-recovery-next-generation_03-04-2015.pdf.

the development of the City's resilience strategy, *Resilient New Orleans: Strategic actions to shape our future city* in 2015. One of the key actions proposed was to leverage local expertise and the support of federal partners to develop a pre-disaster plan for post-disaster recovery. Specifically, the strategy called for "a sustainable recovery management framework to increase predictability and stability in the use of resources and ensure a resilience-driven decision-making process."¹⁶

In 2016, the City was awarded more than \$141 million as part of a competitive funding allocation program from the U.S. Department of Housing and Urban Development (HUD) called the National Disaster Resilience Competition (NDRC). The award was based on a series of proposed projects, programs, and frameworks that would advance the City's goals of sustainability and resilience and equity. The apportionment of Community Development Block Grant- National Disaster Resilience (CDBG-NDR) funding to each project and program was subsequently approved by HUD via Action Plans that detail how each project and program funding allocation supports the agreed upon goals of the City and of HUD. One of the approved funding allocations was for the pre-disaster plan for post-disaster recovery called for in *Resilient New Orleans*, enabling the City of New Orleans to address a gap in existing official plans that are used to coordinate disaster recovery operations.

The past few years of cascading disasters has only proved the need for strong organization among compounding challenges to continue to serve New Orleanians. Today, in the wake of a series of disasters, including a major building collapse, a cyberattack, the COVID-19 pandemic, Hurricane Ida and its associated power outages, and a tornado, the City of New Orleans is leveraging the diverse experiences of these and other challenges—formalizing what works and learning from others to address needs—to chart a course for an equitable, sustainable, and resilient approach to disaster recovery.

¹⁶ City of New Orleans. (2015). *Resilient New Orleans: Strategic Actions to Shape Our Future City*, Available at: http://resilientnola.org/wp-content/uploads/2015/08/Resilient_New_Orleans_Strategy.pdf.

1.2 Purpose of the Comprehensive Recovery Framework

The CRF primarily serves to formalize a well-organized approach to disaster recovery based on the experience of New Orleanians along with national and international best practices.

The CRF is both an operational plan and a vision document, establishing frameworks for governance and implementation of disaster recovery actions as well as evaluative criteria for recovery efforts related to the core values of the City of New Orleans, namely equity and sustainability and resilience. The CRF is a pre-disaster recovery plan, which establishes frameworks for short- and long-term recovery processes in advance of a disaster event. The CRF is distinct from a post-disaster recovery plan, which is developed after a disaster to reflect conditions specific to the event and its recovery.

The CRF has six central purposes:

- 1.** To establish disaster recovery as a distinct phase of disaster management for the City of New Orleans and its partners
- 2.** To organize a predictable, flexible, and scalable framework for disaster recovery leadership and management for the City of New Orleans and its partners
- 3.** To serve as leverage when seeking additional recovery resources from public and private sources before and during disaster recovery
- 4.** To serve as a guidance document for all future disaster-specific recovery planning efforts
- 5.** To document goals and metrics for recovery progress before a disaster and provide a framework for continuous improvement efforts
- 6.** To map capacities and collaboration expectations of implementation partners providing services during disaster recovery

The CRF helps to align recovery activities with City visions and values and promote coordination between a variety of agencies and partners. The CRF emphasizes equity—directing recovery activities to prioritize vulnerable populations and historically underinvested communities—as well as sustainability and resilience—designing recovery activities to conserve environmental resources, reduce greenhouse gas emissions, allow communities to survive, adapt, and grow despite the chronic stresses and acute shocks they experience.

The CRF is also intended to align with state and federal recovery frameworks to better ensure coordination before, during, and after disasters. In New Orleans, the State of Louisiana’s Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) maintains a Disaster Recovery Framework based on Recovery Support Functions (RSFs), which are de-

signed to support the federal recovery framework in the form of the FEMA NDRF. Elements of the CRF are organized similar to the State and FEMA frameworks to promote seamless coordination between levels of government. Coordination outside of local government is described in more detail in Chapter 2.

WHY PREPARE A LOCAL PRE-DISASTER RECOVERY PLAN?

- Establish clear leadership roles, including the mayor’s office, Chief Administrative Officer, and city council, for more decisive and early leadership.
- Improve public confidence in leadership through early ongoing, and consistent communication of short- and long-term priorities.
- Avoid the often difficult, ad hoc process of post-disaster discovery of new roles, resources, and roadblocks.
- Gain support from whole-community partnerships necessary to support individuals, businesses, and organizations,
- Improve stakeholder and disaster survivor involvement after the disaster through a definition of outreach resources and two-way communication methods the local government and key organizations will employ.
- Maximize Federal, State, private-sector, and non-governmental dollars through early and more defined local priorities and post-disaster planning activity.
- Provide for more rapid and effective access to Federal and State resources through better understanding of funding resources and requirements ahead of time.
- Enable local leadership to bring to bear all capability and more easily identify gaps through a coordination structure and defined roles.
- Better leverage and apply limited State and non-government resources when there is no Federal disaster declaration.
- Maximize opportunities to build resilience and risk reduction into all aspects of rebuilding.
- Speed identification of local recovery needs and resources and ultimately reduce cost and disruption that result from chaotic, ad hoc, or inefficient allocation of resources.
- Improve capability and continuity through pre-identification of when, where, and how the local government will employ and seek support for post-disaster planning, city operations, recovery management, and technical assistance.
- Proactively confront recovery and redevelopment policy choices in the deliberative and less contentious predisaster environment.
- Improve the ability to interface with State of Louisiana and Federal Recovery Support Function structure.

Source: Pre-Disaster Recovery Planning Guide for Local Governments, FEMA (2017)

USING THE COMPREHENSIVE RECOVERY FRAMEWORK

The CRF should be used as a high-level guide for organizing goals, resources, data, communications, and evaluation before, during, and after a disaster recovery period. Recovery activities begin once immediate emergency response activities slow down and conditions stabilize. It is during the recovery phase of a disaster that longer-term processes begin to bring communities back toward normal operations. The process of restoration and recovery is also an opportunity to improve the resilience of structures and systems.

While each disaster will require specific planning and operational strategies to meet the recovery needs of New Orleanians, the Disaster Recovery Framework, metrics and indicators,

and strategies included in this plan should be universal across disaster recovery periods. The following plan chapters outline key elements and uses of the CRF before, during, and following recovery.

CHAPTER 2: DISASTER RECOVERY FRAMEWORK

The CRF's Disaster Recovery Framework chapter provides a set of organizing principles for governance of public sector recovery operations and planning as well as coordination of implementation partners. The framework is a predictable, flexible, and scalable way to set up the leadership and management roles and responsibilities necessary to approach a complex disaster recovery. The RSFs help organize actions and reporting across public sector and external partners to enable efficient service delivery and accountable leadership.

As soon as a disaster is possible or expected, City leadership should review the Disaster Recovery Framework to prepare to seek additional recovery resources, fill key recovery leadership roles, and prepare recovery management agencies for activation. Keep in mind that the framework, including elements related to governance, data, and the RSFs, represent an ideal organizational structure which may not be possible to achieve with existing resources. Leverage this chapter of the CRF before, during, and after disaster to pursue additional resources, including funding and staff, to implement the framework.

CHAPTER 3: RECOVERY GOALS, METRICS, AND INDICATORS

Understanding the needs of residents and measuring recovery progress are critical to helping people recovery as quickly and efficiently as possible. Having standardized metrics and indicators helps enable transparent data reporting, which also improves accountability among recovery management and leadership. The metrics and indicators proposed in the CRF are a starting point across the six RSF areas; each recovery may necessitate the use of new or more specific metrics. Metrics and indicators, along with outcome goals for each, will form the foundation of CRF institutionalization efforts across the public sector and among community implementation partners.

CHAPTER 4: CONTINUOUS IMPROVEMENT FOR RECOVERY

Each disaster is different, and we learn from each period of disaster recovery. The CRF's Continuous Improvement for Recovery chapter offers an organized approach to integrating lessons learned through disaster recovery, focused on processes, procedures, and organizational capacity. This review process will take in information from common recovery metrics and indicators and help evaluate and propose new ideas for improving recovery conditions.

Additionally, this chapter of the CRF presents goals and recommendations for achieving a Whole Community approach to disaster recovery planning, outlining actions taken during

the planning process for the CRF and charting a course for future disaster-specific plans.

CHAPTER 5: PLANNING FOR THE FUTURE

This chapter of the CRF is primarily focused on creating conditions for an organized, equitable, and sustainable recovery to be standard operating procedure in the future. Institutionalizing the concept of disaster recovery as a distinct phase of disaster management that requires its own attention and resources, as well as model policies and procedures to enable efficiency, equity, and sustainability and resilience are the primary purposes of Planning for the Future. This chapter should be seen as a living, evolving part of the CRF, with elements that can be accomplished, policies that can be adopted, and new ideas that can be added as the Continuous Improvement review process continues into the future.

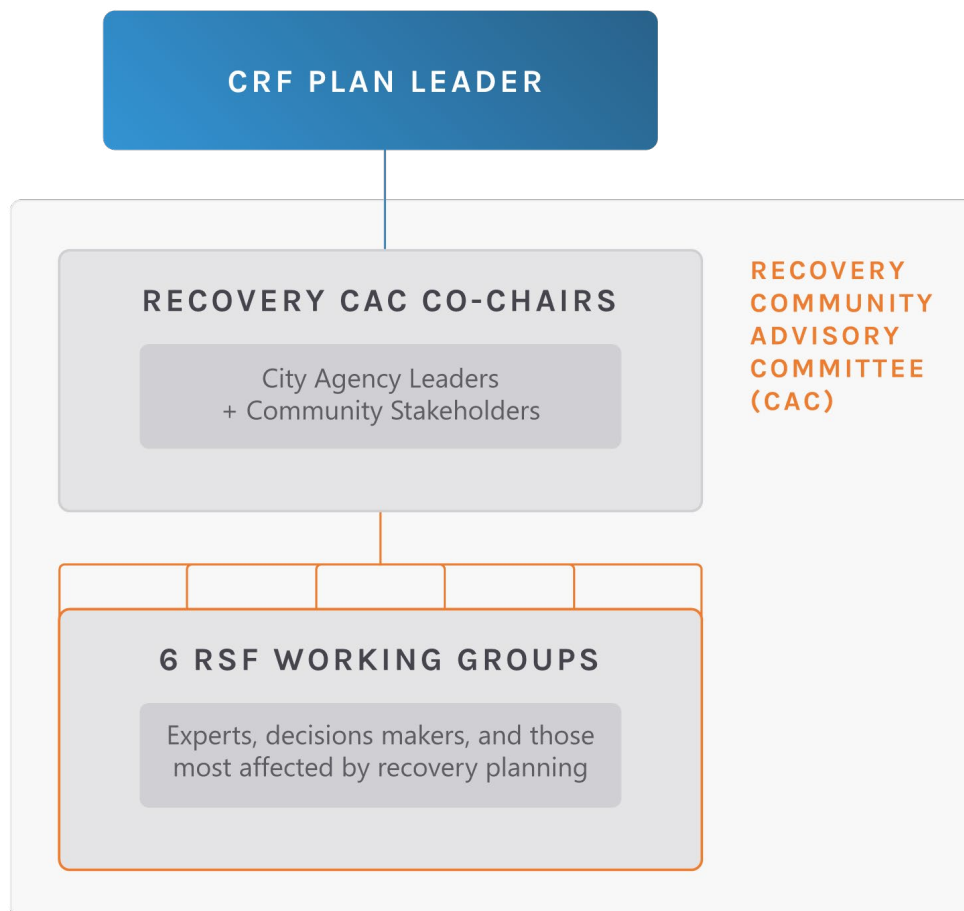
CHAPTER 6: RECOMMENDATIONS AND CONCLUSION

The final chapter of the CRF focuses on recommendations for establishing a well-managed and organized disaster recovery regardless of potential challenges. The CRF is not intended to be a static document, but rather a series of frameworks to be implemented, reviewed, and improved on a regular basis. The key recommendations of the CRF cover governance and organization, goal setting, progress measurement, and continuous improvement, with particular attention and focus on values-based goals and implementation.

1.3 The CRF Planning Process

The CRF was developed in the spirit of a Whole Community approach to disaster recovery.¹⁷ At the core of a Whole Community approach is the attempt to “engage the full capacity of the private and nonprofit sectors,” which is the main intention of establishing and convening a Recovery Community Advisory Committee (CAC). The Recovery CAC consists of the City’s CRF Core Planning Team, City leaders, and community-based stakeholders and practitioners with disaster response and recovery experience. Members of the Recovery CAC were selected by and partnered with the City of New Orleans to problem-solve, improve access to resources, and to foster coordination between local government partners, nongovernmental partners, community stakeholders, and city residents. Recovery CAC members will be engaged in CRF continuous improvement activities and will be activated in times of disaster as outlined in Chapters 2 and 3. For an initial list of participating organizations, please see Appendix 2.

Figure 2: Overview of Recovery CAC and RSF Working Groups



17 FEMA. (2017). Pre-Disaster Recovery Planning Guide for Local Governments. Available at: <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>.

Members of the Recovery CAC serve as Co-Chairs to six RSF Working Groups. These RSF Working Groups are informed by FEMA's NDRF and include:

- **RSF 1:** Community Planning and Capacity Building
- **RSF 2:** Economic Recovery
- **RSF 3:** Health and Social Services
- **RSF 4:** Housing
- **RSF 5:** Infrastructure and Natural Systems
- **RSF 6:** Cultural Resources

Each RSF Working Group is led by one City Co-Chair and one Community Partner Co-Chair and includes a sector-specific group of participants made up of City representatives, practitioners, and community stakeholders including a wide range of sector experts, decision-makers, and those most affected by recovery planning. RSF Working Groups met throughout the CRF planning process to inform and guide the development of the plan at each phase, so that it reflects the realities of the recovery context in New Orleans. Recovery CAC Co-Chairs and members helped organize dialogue with the constituencies they represent or advocate for to ensure that the CRF includes a full range of community voices. As described in Chapters 2 and 5, the Recovery CAC and its Working Groups also serve central roles during disaster recovery, including sharing data and information with and from recovery leadership, advising on community needs and priorities, and communicating information about recovery resources and processes to community members.

RECOVERY CAC AND WORKING GROUP MEETINGS

The Recovery CAC and RSF Working Groups were convened by the New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP) and the City's CRF Core Planning Team for four phases of planning, each addressing different aspects of the CRF. Initially formed and launched in August 2021, meetings of the Recovery CAC and its Working Groups were briefly paused following the impacts of Hurricane Ida, which required many of the Recovery CAC's stakeholders to focus their efforts on the community's immediate response and recovery needs. Recovery CAC meetings were re-launched in November 2021 to continue the CRF planning process and RSF Working Groups began to meet again in January 2022.

The Recovery CAC and RSF Working Groups, supported by the City's CRF Core Planning Team and the Consultant Team, coordinated RSF Working Group meetings, developed agendas, facilitated consensus-building, and documented the process across four planning phases. The four phases of the CRF planning process and the goals, objectives, and subject matter content of each are briefly summarized in the figure below.

TABLE 1: CRF PLANNING PHASES

PHASE	GOALS & OBJECTIVES
<p>PHASE 1: Building a Whole Community Approach to Disaster Recovery <i>(August 2021 – January 2022)</i></p>	<ul style="list-style-type: none"> • Build familiarity with definition of disaster recovery • Build community understanding of the components and goals of the CRF • Solicit Working Group-informed recommendations for assessing and measuring disaster recovery • Reach agreement on recovery goals, identification of gaps in previous recovery efforts
<p>PHASE 2: Toward an Equitable and Sustainable Disaster Recovery <i>(March 2022 – April 2022)</i></p>	<ul style="list-style-type: none"> • Build on common understanding of disaster recovery goals • Identify goals and strategies to support equitable disaster recovery • Identify opportunities for and resources to support community capacity building • Establish community standards for equitably improving existing assets and resources
<p>PHASE 3: Building, Institutionalizing and Governing the Comprehensive Recovery Framework <i>(May 2022 – July 2022)</i></p>	<ul style="list-style-type: none"> • Establish clear and discrete goals, processes, responsible parties, and resources for each CRF element • Plan and execute a strategy for wider community engagement • Document abilities for Recovery CAC to activate during disaster recovery • Identify institutionalization opportunities in government and among community partners • Establish governance standards for the CRF • Formalize information exchange between the public, Recovery CAC, and RSF Working Groups
<p>PHASE 4: Plan Development and Review <i>(August 2022 – November 2022)</i></p>	<ul style="list-style-type: none"> • Finalize Working Group recommendations collected from meetings and community engagement from Phases 1-3 • Integrate recommendations, including goals, themes, processes, resources, responsible parties, and community feedback into each element of the CRF

Content from Summary Reports developed by the Core Planning Team and Recovery CAC Co-Chairs covering RSF-specific goals, visions, metrics, and policy priorities were integrated into content throughout the plan and the full documents are available for review in Appendix 2.

1.4 Working Group Priorities

Throughout the CRF planning process, the Recovery CAC's RSF Working Group members were asked to describe their experience with previous disaster recovery efforts and to share their perspectives on the city's current recovery needs and gaps. Input on recovery needs and gaps also help set the foundation for the development of the CRF's overarching Disaster Recovery Framework.

Themes expressed across Working Group discussions included a focus on communications, coordination, continuous improvement, data and technology, and ensuring a Whole Community approach.

- **Communications**

- Develop strong communication and collaboration among City, state, federal and partner agencies to prevent inefficiencies, duplication of efforts, and to ensure a holistic and comprehensive set of recovery activities.
- Implement transparency in communications and recovery organizing at the beginning of disaster recovery and throughout the recovery process.
- Ensure messaging is accessible and equitable for all residents. This includes providing communications in multiple languages as well as using low-technology tools, such as radio announcements and door-to-door efforts, to reach people who do not have access to broadband internet or if internet, power, and cellular networks are not accessible.

- **Coordination**

- Establish an accessible, real-time database of recovery programs and services that public agencies and private community partners offer to individuals, businesses, and organizations to improve coordination efforts and improve access to recovery resources.
- Map the landscape of recovery practitioners and service providers who are active during recovery and in steady state, and use this information to help ensure transparency and accessibility of resources for community members.

- **Continuous Improvement**

- Institute a process for continuous improvement to help guide what activities should be incorporated into recovery and identify the approaches for moving these activities forward and the methods for measuring the success of recovery efforts.

- **Data and Technology**

- Make information about unmet needs for vulnerable populations available to a broader coalition of service providers who have resources to supplement public aid.
- Ensure cohesive data collection and sharing by organizing data gathering and sharing between agencies in advance, or at the beginning, of recovery efforts.
- Include structure and coordination for community-based data collection and integrate qualitative metrics in recovery data.

- **Whole Community Approach**

- Recognize the need to build capacity in geographies neighborhoods and communities with the greatest vulnerability and unmet needs.
- Involve community partners in City-led situational awareness briefings and incorporate partners in the decision-making process.
- Actively work to build equitable policies and programs and dismantle barriers to accessing services.
- Address pre-disaster inequities throughout the recovery process.

A further discussion of recovery goals as informed by the RSF Working Groups during the planning process is included in Chapter 3, Recovery Goals, Metrics, and Indicators.

1.5 Learning from Previous Recovery Processes

The CRF seeks to incorporate as many lessons learned from previous disaster recovery processes as possible. In some cases, these principles or approaches are national and international best practices. In many instances, the best practice comes directly from local experiences in New Orleans. Since Hurricane Katrina in 2005, New Orleans' local government and community have self-organized approaches to disaster recovery, all while responding to and recovering from subsequent incidents including other infrastructure failures, tropical cyclones, major economic shocks, and public health crises.

APPROACHES TO RECOVERY IN NEW ORLEANS

Many lessons learned that inform today's national recovery best practices came from the successes and failures of recovery after Hurricane Katrina. Certain practices that were first tested after the unprecedented disaster are today considered standards for recovery policies. For example, the establishment of a coordinated, multi-agency team with strong executive leadership at the local level is considered a best practice for recovery management. In terms of lessons learned, it is now clear that ensuring that such a structure is in place as soon as possible after a disaster and establishing community-wide goals in advance of disaster are critical.

Additionally, the long-term recovery groups that were established across several parishes after Hurricane Katrina to collaborate across social service needs are central to organized recovery management outside City Hall. After Katrina, more than 70 organizations and public agencies were regularly participating in local long-term recovery groups, which served to build recovery capacity among many response-focused Volunteer Organizations Active during Disaster (VOADs). Today, long-term recovery groups are still active, most recently to focus on regional recovery from Hurricane Ida in 2021.

Since 2020, the emergency collaborations among public agencies and City Hall departments to address the COVID-19 public health crisis serve as inspiration for future collaborative efforts for disaster recovery. For example, the City launched a collaborative food security program that leveraged innovative partnerships across City agencies and external partners and the locally coordinated vaccine campaign has gained international attention for its effectiveness and cultural competency.

1.6 Disaster Plan Continuity

The CRF supports a continuity of disaster planning and preparedness in New Orleans. Existing planning documents address disaster preparedness, response, and mitigation components of the disaster continuum. These plans and frameworks are complemented and enhanced by the CRF, which addresses the period of recovery which comes directly after response. The addition of the CRF ensures that recovery activities have a focused framework that builds upon response activities and feeds into mitigation and preparation activities. Introducing the CRF amongst the other relevant planning documents strengthens the disaster management function of the City by ensuring a continuity between recovery phases and plans.

The relevant planning documents included in this chapter cover both strategic and operational plans addressing disaster mitigation, preparation, and response. These plans include the Hazard Mitigation Plan and Continuous Emergency Operations Plan. Other plans speak to the existing and future steady state conditions, looking to address existing gaps and support resilient systems. A review of the relevant plans helps to ensure alignment of the CRF, which builds upon these existing frameworks.

1.7 Key Disaster Management Plans

Plans that speak directly to the different phases of the disaster cycle are especially key, as the CRF functions to pick up where the response framework ends and build towards transitioning to mitigation and resilience frameworks.

CITY OF NEW ORLEANS COMPREHENSIVE EMERGENCY OPERATIONS PLAN

The City of New Orleans Comprehensive Emergency Operations Plan (CEOP) is an internal operations plan that provides structure and guidelines for disaster response activities. The basic plan describes a high-level framework for each phase of the disaster cycle, including guidelines for the scope of each phase and what kinds of activities are included in each. The CEOP addresses the full disaster continuum through its annexes, each of which provides guidance for a different phase. The CRF fits within and completes the CEOP by articulating the details of how the City manages the recovery phase. The CRF draws upon the same sets of tools and guidelines described in the CEOP.

The CEOP describes key operational aspects of comprehensive disaster management, including tools and definitions used, responsibilities of different departments, as well as how Emergency Support Functions (ESFs) should be set up during an emergency.

TABLE 2: ACTIVITIES BY DISASTER PHASE

ORLEANS CITY COMPREHENSIVE EMERGENCY MANAGEMENT PROGRAM

PREPAREDNESS	RESPONSE	RECOVERY	MITIGATION
<ul style="list-style-type: none"> • All hazards planning • Evacuation planning • Backup and redundant communications • Continuity of government • Emergency Alert System • Interoperable communications • Training and exercises • Intrastate Mutual Aid Compact (IMAC) • LEPC • Emergency partnerships • Warning systems • Strategic planning • Resource inventory • Public education • Public Information • Intelligence • Individual responsibility • Corrective Actions 	<ul style="list-style-type: none"> • Direction and control • Disaster declarations • Emergency alert • Emergency debris removal • City Emergency Operations Center • Emergency power • Emergency public information • Evacuations • Incident command • Mass care • Mass medication • Medical and social needs • Medical surveillance • Medical transport • Intrastate Mutual Aid Compact (IMAC) • Protective actions • Search and rescue • Shelters • Situational awareness • Temporary repairs • Triage 	<ul style="list-style-type: none"> • Claims • Crisis counseling • Damage assessment • Debris removal • Disaster assistance • Donations • Restoration • Disaster loans and grants • Temporary housing • Reconstruction • Public information • Security • Environmental cleanup • Historic preservation • Long term recovery • Community Assistance • Individual Assistance • Economic Recovery • Natural and Cultural Resources 	<ul style="list-style-type: none"> • Building codes • Buyouts • Disaster insurance • Hazard analysis • Enforcement • Land use management • Litigation • Monetary incentives/ disincentives • Statutes and ordinances • Vulnerability assessment • Research • Safety codes • Zoning • Planning • Law enforcement • Detection and monitoring • Access control • Outreach activities • Pre-disaster programs • Citizen preparedness

Source: City of New Orleans CEOP

The plan also includes annexes, each of which speaks to a different phase of the disaster cycle. The annexes set a blueprint for more focused planning frameworks to build upon with further details. The annexes include a focus on mitigation, preparedness, response ESFs, recovery, and continuity of operations.

CITY OF NEW ORLEANS EMERGENCY OPERATIONS CENTER CONTINUITY OF OPERATIONS PLAN

The Emergency Operations Center Continuity of Operations Plan (COOP) provides guidance to NOHSEP staff for operating throughout the duration of an emergency response. The plan addresses facilities, systems and staffing, providing a how-to operational plan for disaster activations.

CITY OF NEW ORLEANS HAZARD MITIGATION PLAN

The New Orleans Hazard Mitigation Plan (HMP), updated in 2020, describes the main hazards present in New Orleans and sets strategies to mitigate their impact. This plan informs continuous improvement activities included in the CRF and supports an understanding of the vulnerabilities that responders may need to address during recovery.

The HMP includes a detailed community profile that describes land use patterns, development history, and characteristics of the population in New Orleans. A full risk assessment for the Parish describes the main hazards and potential impacts of those hazards. The plan then describes long-term actions to mitigate and reduce potential losses. The strategy establishes mitigation goals, an action plan, and considers both cost and capacity to complete the actions. The 2020 HMP includes 112 recommended actions, identifies the entity responsible for each action, states an estimated cost and time frame for completing the action, and sets a priority ranking for each one. When developing recovery goals, actions, and continuous improvement activities during recovery, these recommended actions should be referenced to ensure alignment between the plans such that recovery activities bolster these mitigation actions.

RESILIENT NEW ORLEANS

Resilient New Orleans sets out visions and actions to support a New Orleans that is more able to withstand future shocks from disasters. Within the three main visions – Adapt to Thrive, Connect to Opportunity, Transform City Systems – the plan describes featured actions for immediate implementation; supporting actions for the future; ongoing actions that describe existing activities; aspirations, speaking to longer-term visions; and resilience values, which identify the resilience benefits to be gained through the actions. Resilient New Orleans is the city’s de facto adaptation plan, describing the climate change-accelerated threats of sea level rise and stronger tropical cyclones as well as the city’s underlying geological challenges of subsidence. The CRF is included in the plan’s actions, as a pre-disaster investment that can support post-disaster recovery. Values, visions, goals and actions in the CRF reflect those in Resilient New Orleans, as both are meant to equip the city to be better able to recover from disasters. CRF actions and operations should also fall within the visions described in Resilient New Orleans.

CLIMATE ACTION FOR RESILIENT NEW ORLEANS

Climate Action for Resilient New Orleans addresses the exacerbating effects of climate change on New Orleans by setting goals to reduce greenhouse gas emissions. Recognizing that New Orleans' pre-existing vulnerabilities will be worsened by climate change, the Climate Action Plan commits New Orleans to doing its part to limit its contributions to greenhouse gas emissions to prevent worst case climate change scenarios. The Climate Action Plan sets a 2030 goal of a 50 percent reduction in greenhouse gas emissions from its 2017 levels, to be achieved through strategies that address energy use, transportation choices and waste management strategies. The Climate Action Plan feeds into the continuous improvement actions for the CRF, which should strive to support the accomplishment of these goals through and when recovery activities have the opportunity.

PLAN FOR THE 21ST CENTURY: NEW ORLEANS 2030

Plan for the 21st Century, or the New Orleans Master Plan, is a planning framework that describes the systems that shape the city's social, environmental, and economic future.¹⁸ The Plan for the 21st Century envisions New Orleans as a city of livability, opportunity, and sustainability, and outlines the goals and policies that will shape the city's future vision.¹⁹ One of the plan's recommended actions to ensure that New Orleans is prepared for future disasters and can implement an efficient and equitable recovery is to development a comprehensive plan for post-disaster recovery.²⁰ Community development is a significant component of recovery, particularly in the long term, and along with recovery redevelopment there is an opportunity to address the city's long-term goals and vision for the future. The Plan for the 21st Century provides a long-term community vision to shape recovery redevelopment in the city.

18 New Orleans City Planning Commission. Plan for the 21st Century. Available at: <https://www.nola.gov/city-planning/plan-for-the-21st-century/>.

19 New Orleans City Planning Commission. Plan for the 21st Century Chapter 1: A Vision and a Plan for Action. Available at: <https://www.nola.gov/nola/media/City-Planning/Master-Plan-Chapter-1-FINAL-ADOPTED.pdf>.

20 New Orleans City Planning Commission. Plan for the 21st Century Chapter 12: Adapt to Thrive: Environmental Stewardship, Disaster Risk Reduction, and Climate Change. Available at: [https://www.nola.gov/nola/media/City-Planning/Master-Plan-Chapter-12-\(including-former-Ch-13\)-FINAL-ADOPTED.pdf](https://www.nola.gov/nola/media/City-Planning/Master-Plan-Chapter-12-(including-former-Ch-13)-FINAL-ADOPTED.pdf).

NOLA READY

Communications and engagement are critical to an effective disaster recovery. The Department of Homeland Security’s Public Engagement Branch administers Nola Ready, the City’s emergency preparedness campaign as well as the Nola Ready Emergency Alert System. Nola Ready offers information on how to prepare for and respond to emergencies to residents and businesses, and information on partner agencies and community organizations that also serve the New Orleans community.

Figure 3: Key Disaster Management Plans



1.8 Community Profile

The City of New Orleans faces risk from both natural and man-made hazards that threaten the health and safety of New Orleanians and have implications for economic development, infrastructure, housing, and natural and cultural resources in the city. This section provides an overview of the city's assets and resources, discusses city-wide and community vulnerabilities, and connects the CRF Disaster Recovery Framework to potential hazard risk outlined in the City's 2020 HMP. The city's assets, hazard risk, and community vulnerability impact the pre-disaster recovery planning process, application of the CRF's Disaster Recovery Governance framework, and areas of continuous improvement for recovery.

LOCATION AND COMMUNITY RESOURCES

The City of New Orleans is subject to natural and man-made hazards as a condition of its natural and built environment. The city, bordered by Lake Pontchartrain to the north and the Mississippi River to the south, sits mostly at or below sea level. The city's topography and geography make it particularly vulnerable to flooding and storm surge.²¹

The city benefits from an abundance of natural and cultural resources. While New Orleans is noted for its historic architecture and vibrant arts and culture scene, the city also possesses outdoor and wildlife recreational assets, major colleges and universities, and active community organizations supporting community development and cultural heritage activities.

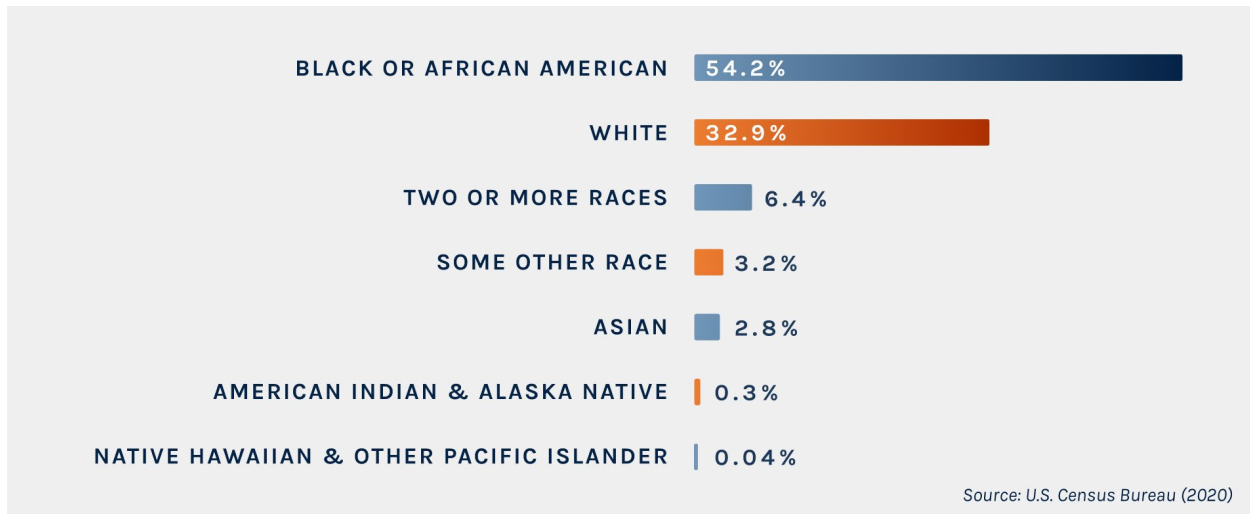
COMMUNITY CONTEXT AND TRENDS

The 2020 Census counted 383,997 people in the City of New Orleans. 54.2 percent of residents are Black, 32.9 percent are white alone, 2.8 percent are Asian, 0.3 percent are American Indian or Alaska Native, 0.04 percent are Native Hawaiian or Other Pacific Islander, 6.4 percent are two or more races, and 3.2 percent of residents identify as some other race. 8.1 percent of the population is Hispanic, Latino, Latina, or Latinx.²²

21 City of New Orleans, Office of Homeland Security and Emergency Preparedness. (2021). Hazard Mitigation Plan. Available at : <https://ready.nola.gov/NOLAReady/media/Assets/Hazard%20Mitigation%20Plan/2020-City-of-New-Orleans-Hazard-Mitigation-Plan.pdf>.

22 U.S. Census Bureau. (2020). Race and Ethnicity. Available at: <http://data.census.gov>.

Figure 4: New Orleans Population by Race, 2020



Source: U.S. Census Bureau (2020)

Nearly a quarter (23 percent) of the city’s population lives in poverty and, of those in poverty, 78.3 percent are Black residents. In terms of housing tenure, 50.2 percent of the city’s households are renters, and 59.7 percent of those renters are cost burdened, meaning they spend more than 30 percent of their income on rent. More than 27,600 households do not have access to a vehicle, and 44.6 percent of residents use public health insurance.²³

After Hurricane Katrina, New Orleans saw a significant decline in population and housing capacity, with population declining 29.1 percent and the number of housing units declining 11.7 percent between 2000 and 2010.²⁴ While population rates have been trending upward in more recent years, with population growth of 13.7 percent between 2010 and 2018, the impacts of rapid population and housing loss will continue to inform ongoing recovery planning processes, including the CRF.²⁵

COMMUNITY VULNERABILITIES

Community vulnerability impacts the city’s resilience and ability to recover from disaster. Understanding the factors that influence a community’s vulnerability is crucial to developing a recovery plan that recognizes existing inequities and impediments to recovery. New Orleans residents are not equally vulnerable to hazards, and disasters exacerbate already present inequities.

²³ U.S. Census Bureau, 2015-2019 American Community Survey, 5-Year Estimates.

²⁴ Id.

²⁵ Id.

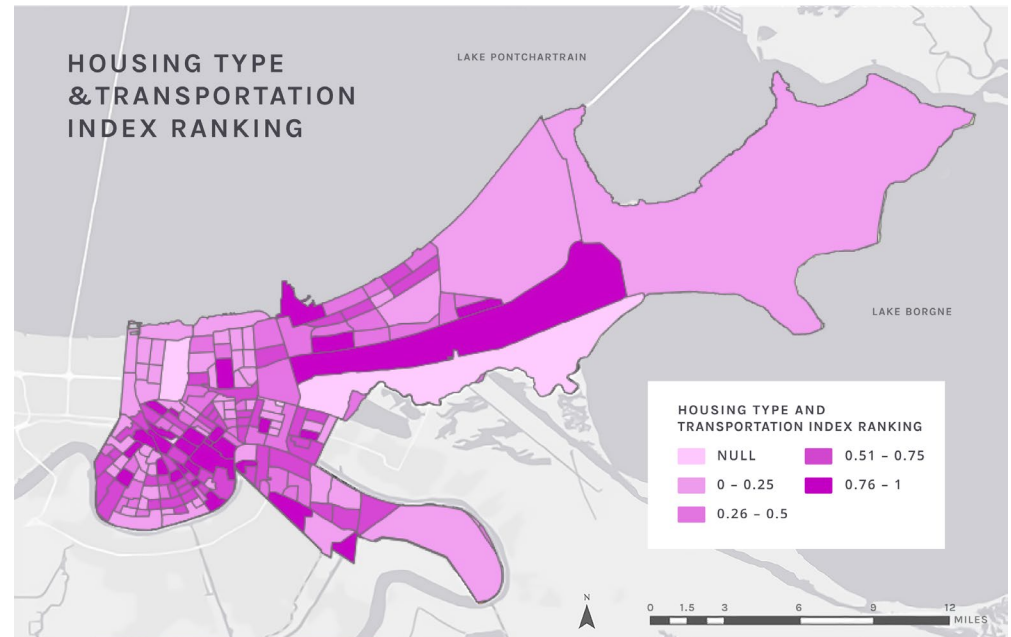
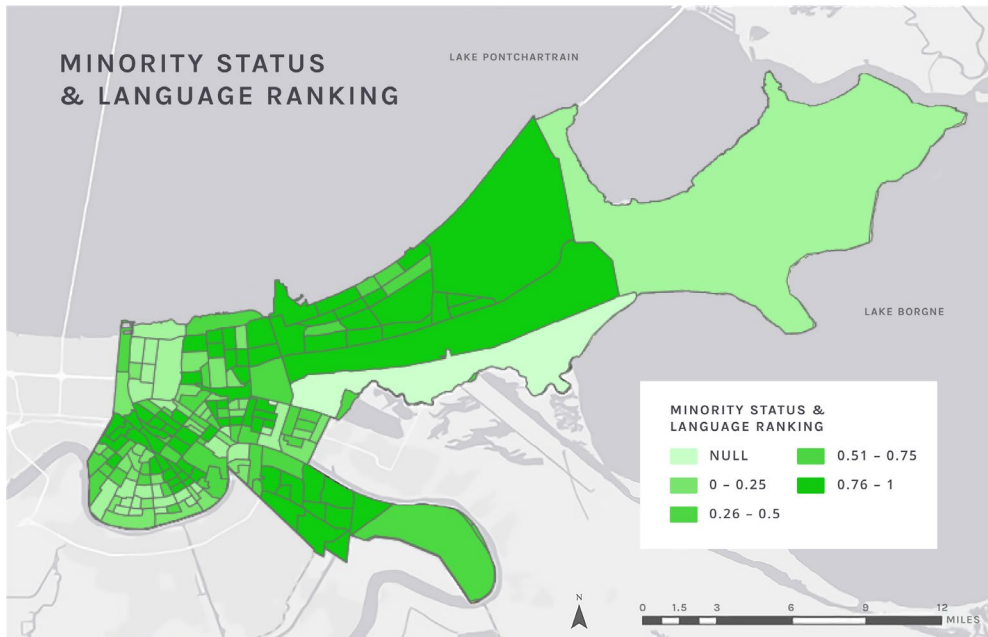
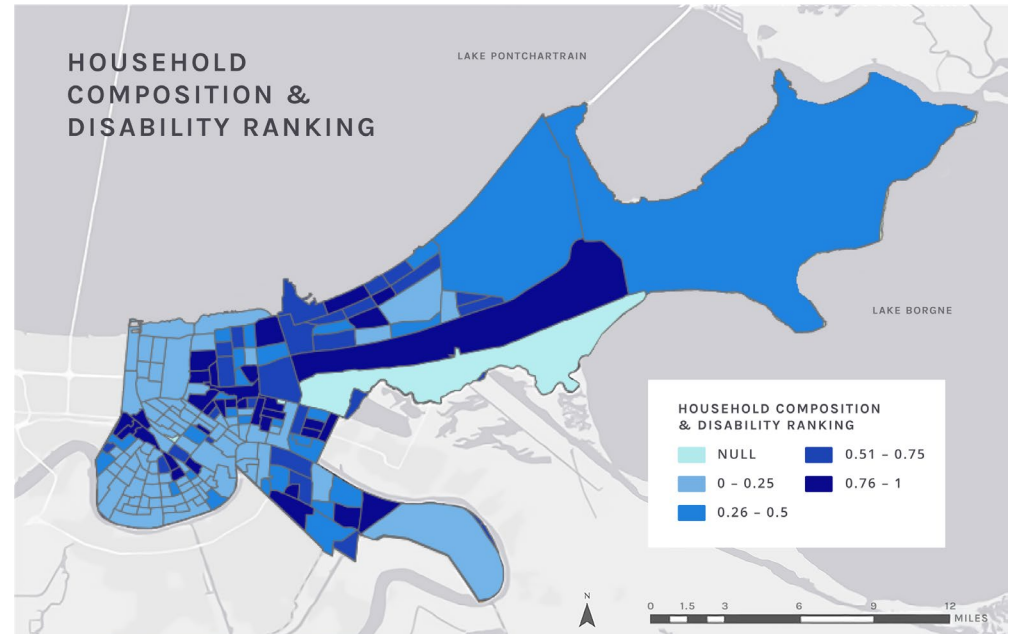
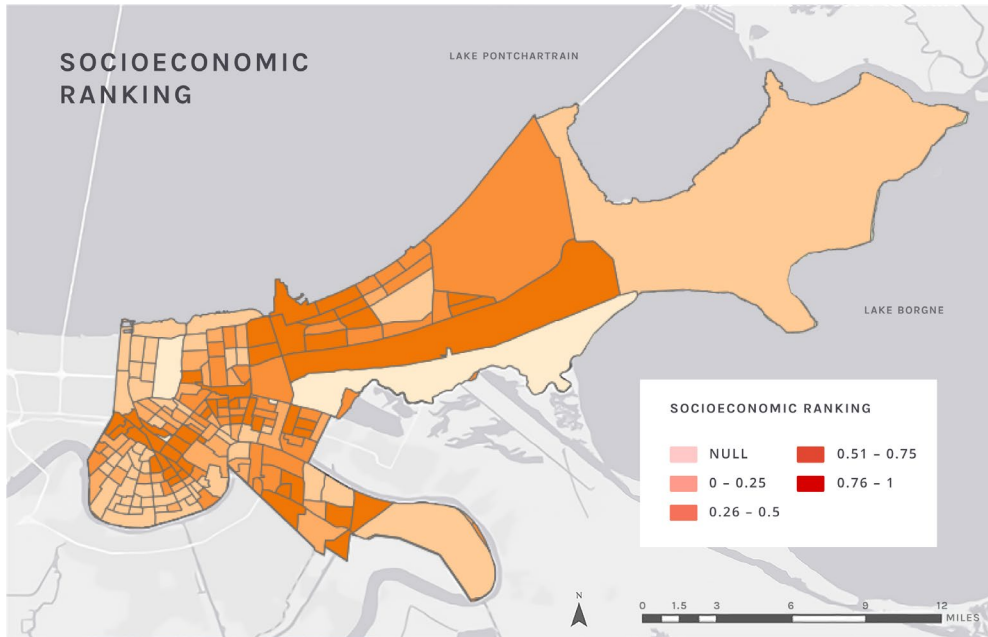
The Social Vulnerability Index (SVI), developed by the U.S. Centers for Disease Control and Prevention (CDC), identifies different areas of the city where more vulnerable populations are concentrated, and may be used to inform how the CRF can prevent deepening inequities in the aftermath of a disaster and can instead support the creation of a more equitable city through recovery efforts. The SVI can be leveraged as a tool for designing disaster response activities and building those into short and long-term recovery activities, as it supports practitioners to make resource distribution decisions that are informed by pre-existing vulnerabilities. Neighborhood vulnerabilities gleaned from the SVI can help inform recovery needs and approaches that align with the CRF.

The index uses 15 U.S. Census variables across Census tracts with a non-zero population to provide a picture of where residents may be more likely to be negatively impacted by disasters. Vulnerabilities in the SVI are grouped by themes, shown in the maps below: Socio-economic Status, Household Composition and Disability, Minority Status and Language, and Housing Type and Transportation. Tract rankings are based on percentiles and are ranked from zero to one, with higher values indicating greater vulnerability.

Socioeconomic Status considers poverty, unemployment, income, and education variables to create an overall index. The Household Composition index includes measures of age, disability, and single-parent households. The Minority Status and Language index includes measures of minority populations and populations who speak English less than well. Lastly, the Housing Type and Transportation index includes measures of multi-unit structures, mobile homes, crowding, households without a vehicle, and populations living in group quarters.²⁶

²⁶ Centers for Disease Control and Prevention/ Agency for Toxic Substances and Disease Registry/ Geospatial Research, Analysis, and Services Program. CDC/ATSDR Social Vulnerability Index 2018 Database, New Orleans. Available at: https://www.atsdr.cdc.gov/placeandhealth/svi/data_documentation_download.html.

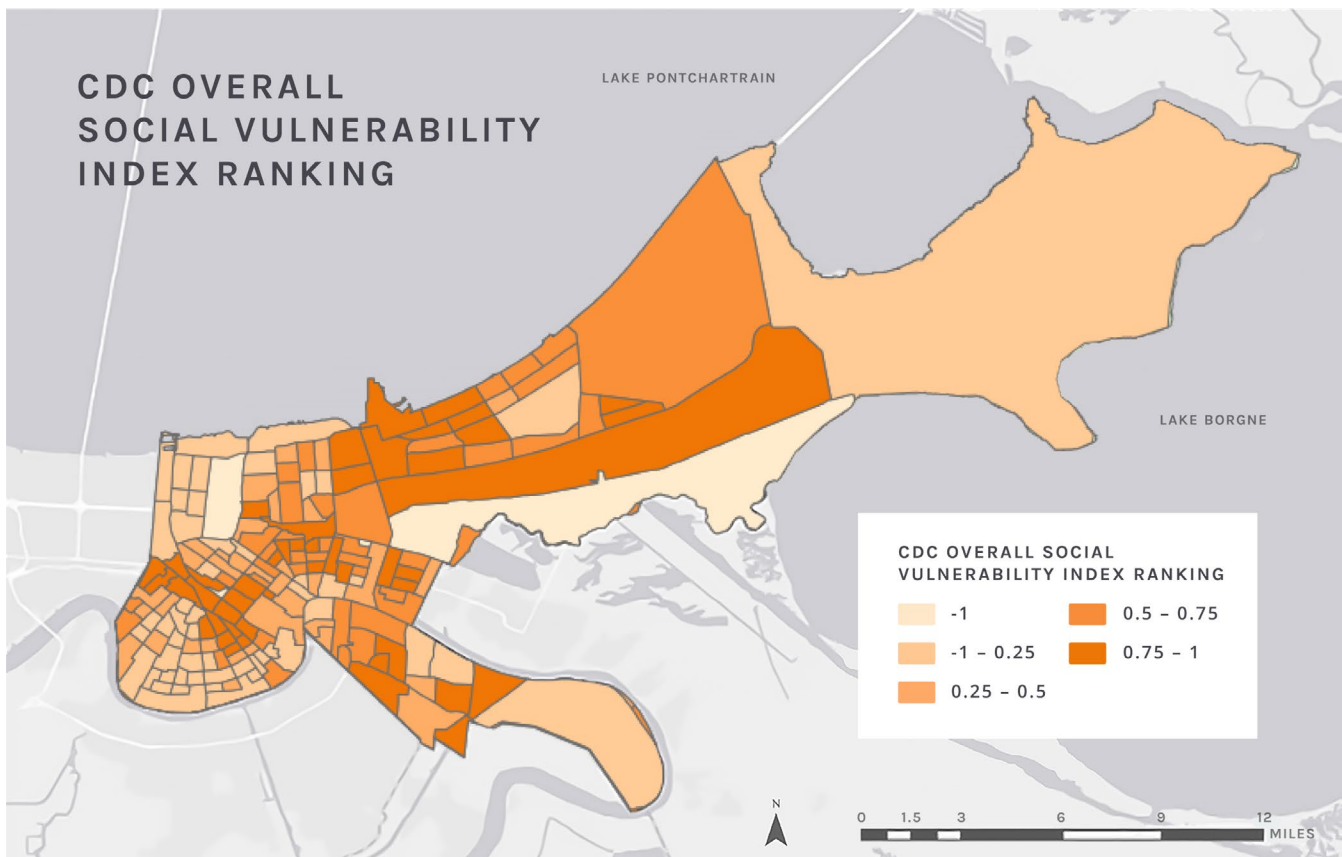
Figure 5: Social Vulnerability by Theme



Source: SVI, CDC (2018)

The Overall Social Vulnerability Index Ranking map below combines the four aforementioned indicators (Socioeconomic Status, Household Composition and Disability, Minority Status and Language, and Housing Type and Transportation) to establish a comprehensive view of social vulnerability in New Orleans. Tract rankings are based on percentiles and are ranked from zero to one, with higher values indicating greater vulnerability. Neighborhoods of particularly high vulnerability include Viavant-Venetian Isles, Edgelake-Little Woods, Gert Town, Tulane-Gravier, and Tall Timbers-Brechtel. While this measure of vulnerability captures how neighborhoods may be positioned to respond and recover from a disaster, population density impacts how many people are affected by a disaster. Some areas of high vulnerability, like Venetian Isles and Tall Timbers-Brechtel, have lower population density than other vulnerable neighborhoods.

Figure 6: Overall Social Vulnerability



Source: SVI, CDC (2018)

The 2020 HMP for the City of New Orleans also identifies certain populations that may be at a greater risk of negative impacts from hazardous events, including:

- Householders living alone
- Householders with a disability
- Householders over the age of 65
- Householders with language or cultural barriers
- Veterans
- Homeless and housing insecure populations²⁷

27 City of New Orleans, Office of Homeland Security and Emergency Preparedness. (2021). Hazard Mitigation Plan, Available at: <https://ready.nola.gov/NOLAReady/media/Assets/Hazard%20Mitigation%20Plan/2020-City-of-New-Orleans-Hazard-Mitigation-Plan.pdf>.

Those experiencing greater social vulnerability, or identified as facing greater risk, in New Orleans also tend to face greater vulnerability to physical risks from natural hazards. For instance, low-income households are more likely to reside in neighborhoods at greater risk of flooding and land subsidence than higher income households.²⁸

Neighborhood recovery needs will vary depending on factors including residents’ and businesses’ financial stability, access to aid and support services, health status and resiliency, and the quality of infrastructure in the community. The SVI can be used to guide outreach and resources to neighborhoods with the highest vulnerability during recovery. When layering the SVI with the mapping of a disaster’s impact, the City and its recovery partners can work to ensure that those with the highest needs are prioritized in recovery activities. It is important to use the SVI as a starting point among the tools available to assess and address vulnerability. As a high-level dataset, emergency managers and community development specialists can use it to identify important focus areas then pair that information with locally specific details, such as structure characteristics, geology and drainage information, and community assets.

HAZARD PROFILE

The City of New Orleans HMP describes in detail the conditions that create the natural and man-made hazards in the city, such as the city’s geographic location and built environment. The nature and annual probability of these hazards impact the City’s approach to pre-disaster recovery planning, application of the CRF’s Disaster Recovery Governance framework, and areas of continuous improvement for recovery. The HMP identifies the following natural and man-made hazards for mitigation planning in 2020:²⁹

TABLE 3: 2020 NATURAL HAZARDS

2020 HMP HAZARDS	ANNUAL PROBABILITY
Flooding (Stormwater/Storm surge/Riverine)	100%
High wind (Tornadoes/Tropical cyclones/Thunderstorms)	Tropical cyclones – 92% Tornados – 36%
Coastal land loss	100%
Subsidence	100%
Winter weather	36%

28 City of New Orleans. (2015). Resilient New Orleans: Strategic Actions to Shape Our Future City, Available at: http://resilientnola.org/wp-content/uploads/2015/08/Resilient_New_Orleans_Strategy.pdf.

29 City of New Orleans, Office of Homeland Security and Emergency Preparedness. (2021). Hazard Mitigation Plan. Available at: <https://ready.nola.gov/NOLAReady/media/Assets/Hazard%20Mitigation%20Plan/2020-City-of-New-Orleans-Hazard-Mitigation-Plan.pdf>.

2020 HMP HAZARDS	ANNUAL PROBABILITY
Extreme heat	100%
Severe Thunderstorms (Hail/Lightning)	100%

Source: 2020 City of New Orleans Hazard Mitigation Plan

TABLE 4: 2020 MAN-MADE HAZARDS

2020 HMP HAZARDS	ANNUAL PROBABILITY
Hazardous materials (Spills/Release/Contamination)	100%
Active threats (Terrorism/Cyber threat/Active attack)	Insufficient data
Infrastructure failure (Levee failure/Building collapse/Water systems failure/Power outage)	100%
Infectious disease outbreak (Pandemic/Vector-borne disease)	100%
Economic shock	Insufficient data

Source: 2020 City of New Orleans Hazard Mitigation Plan

The hazards outlined here are the likely causes of the future disasters that the City of New Orleans will have to face, thus setting the foundation of the Comprehensive Recovery Framework. The CRF sets out to establish a structure for use in recovery scenarios for each of these potential types of disasters as well as different magnitudes of these disasters, as described in Chapter 2.

RECOVERY NEEDS

Recovery efforts organized by the CRF necessarily work in tandem with the HMP to reduce and respond to vulnerability during the recovery period. As residents recover from a disaster, there is always an opportunity to strengthen aspects of the city’s ability to withstand future disasters. As described in Chapters 4 and 5, the CRF includes “continuous improvement” actions that speak to these opportunities that arise in the recovery period.

Given community vulnerabilities, the CRF will identify goals and strategies that directly respond to the greater needs of these vulnerable communities during periods of recovery. This includes support in all phases of disaster recovery, such as:

- Assistance with preparing for storms, including hardening properties and creating household emergency plans
- Assistance with evacuation transportation and reentry (if applicable)

- Providing emergency shelter and services such as food, water, cooling, and communications services immediately post-disaster
- Obtaining emergency funds
- Accessing health care while facilities are closed or under capacity
- Case management through long-term recovery and redevelopment functions, including property repair/reconstruction and business support

Recovery needs are informed by the existing hazards, conditions and vulnerabilities present in New Orleans, such as those captured in the SVI, as well as the experience gained from previous and ongoing efforts in New Orleans. This community profile introduces the unique challenges of disaster recovery in New Orleans and specific needs of New Orleans residents. This foundation will serve to guide CRF strategies around recovery goals, metrics, and indicators in the following chapters. As the community profile and demographics shift, aspects of the CRF may need to be updated to meet new or different recovery needs.



CHAPTER 2:

DISASTER RECOVERY FRAMEWORK

**COMPREHENSIVE
RECOVERY FRAMEWORK**

2.1 Overview

Recovery is a distinct phase of disaster management that presents a wide array of challenges and seeks to address often disparate community needs. A well-organized, well-managed, and local-government-led disaster recovery requires a well-defined and scalable framework that can be quickly operationalized.

This chapter offers a flexible and scalable Disaster Recovery Framework to help plan for future disaster recovery efforts by leveraging existing and potential public sector capacity in New Orleans. The framework includes a structure for disaster recovery governance for City government as well as a guide for how to implement the governance structure in collaboration with local, regional, and national partners. By engaging in pre-disaster planning for post-disaster recovery, the City can be more responsive to community needs and move more quickly from response to recovery to resilience.

The National Disaster Recovery Framework (NDRF) as well as FEMA's guidance for disaster recovery planning both indicate the importance of Local Disaster Recovery Managers (LDRMs) and the concept of "local primacy," which encourages local jurisdictions to lead and manage disaster recovery efforts while coordinating with other partners. The governance structure presented in this chapter follows that guidance, laying out roles and responsibilities for recovery leadership, recovery management, and local partners.

2.2 Recovery Governance

BACKGROUND

At the core of a well-organized and well-managed disaster recovery is a formalized governance structure. To respond to the wide range of needs during a recovery period, the City of New Orleans' Disaster Recovery Framework needs to be straightforward, flexible, scalable, and effectively leverage leadership roles and communication pathways to support accountability. While the agencies mentioned throughout this chapter may change over time, the Comprehensive Recovery Framework (CRF) should remain the home of the City's ideal Disaster Recovery Framework, detailing roles, responsibilities, and process guidance for operationalizing the framework during disaster recovery.

The governance structure for an organized disaster recovery should be in place prior to a disaster event and remain consistent across event types. Based on the scale and scope of the recovery effort, the predetermined roles and responsibilities may be fulfilled in different ways, with varying numbers of individuals involved in a recovery effort and different departments or agencies leading specific efforts.

During disaster response, before a recovery effort has begun, there are key questions detailed below that will need to be answered to fully operationalize the City's CRF Disaster Recovery Framework.

Leadership

- How will the organizational structure for event-specific recovery be built out?
- Who sets event-specific recovery goals, priorities, and metrics?
- Who is responsible for ownership and updates to data used to measure recovery progress?
- Will recovery leadership staff be permanent, temporary, or a combination of both?

Management

- Which departments and/or agencies will be activated as part of recovery management?
- How will the public be informed and engaged throughout disaster recovery?

Staffing

- Will existing support staff be detailed to disaster recovery roles?
- How will steady state public services continue to be provided during disaster recovery?
- How much additional staff support is needed and for how long to support disaster recovery roles?

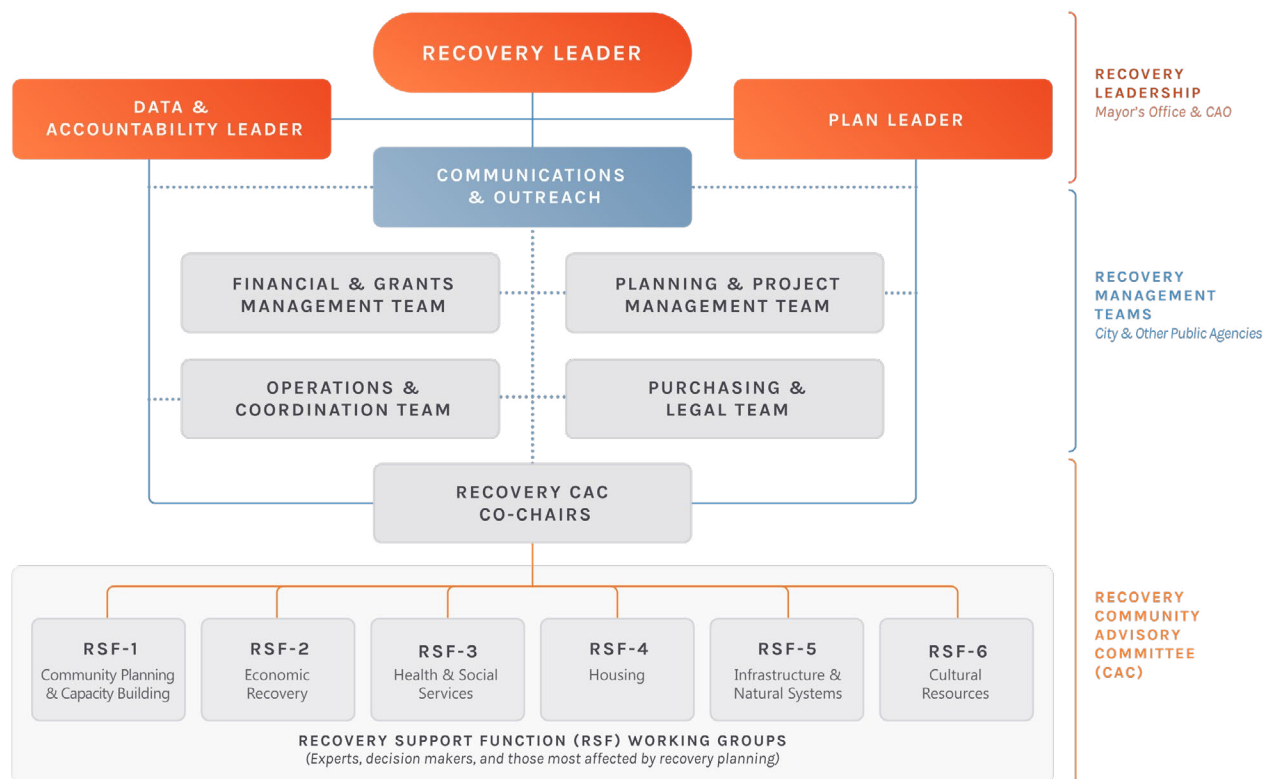
Answering these key questions will help guide how to populate the governance organizational chart below for each recovery effort. Subsequent sections describe how to operationalize the Disaster Recovery Framework.

ORGANIZATIONAL FRAMEWORK

Disaster recovery is not formulaic. Each disaster is different, as are the challenges being faced by those living and working in the city. The multi-disciplinary team required to lead and manage recovery can seem complex but is ultimately rooted in intentional collaborations between existing teams and resources inside and outside of City Hall. The City has arguably been managing various states of disaster recovery since Hurricane Katrina in 2005. Consequently, New Orleans has already developed a variety of recovery functions and capacities. For a major recovery effort, additional resources will be necessary to fully meet community needs and achieve recovery goals. This framework for recovery represents an ideal leadership and management model that can be used to plan for and seek additional resources as needed.

The figure below introduces the organizational structure for the Disaster Recovery Framework’s roles and hierarchy for the City of New Orleans. The structure, developed through the planning stages of the CRF, includes Recovery Leadership, Recovery Management, and the Recovery Community Advisory Committee (CAC) comprised of six Recovery Support Function (RSF) Working Groups.

Figure 7: Disaster Recovery Framework



RECOVERY LEADERSHIP

An organized approach to disaster recovery requires strong and focused leadership throughout the duration of the recovery period—from the conclusion of response into mitigation. The disaster recovery period is often complex, requiring careful coordination across resource planning, multi-sector communications, construction and reconstruction, and case management. This leadership will ultimately come from the leaders of City government, but discrete executive positions are necessary to coordinate and lead day-to-day recovery functions for the mid- to long-term while others return to normal operations.

RECOVERY LEADER

The Recovery Leader should be an individual (with dedicated staff if the scale of the disaster warrants) who seamlessly communicates with the mayor and other elected officials, the Chief Administrative Office (CAO), other public agencies, and community partners. The Recovery Leader should also be able to communicate clearly with the residents of New Orleans and thoughtfully lead engagement efforts from the neighborhood to city scale.

The NDRF notes that the Recovery Leader (referred to in the NDRF as a Local Disaster Recovery Manager) will often interact with the emergency management community but does not necessarily need to be an emergency management professional. A strong background in community and organizational development is essential—particularly during long-term recovery. Additionally, the Recovery Leader should be able to represent and speak on behalf of the mayor, serving as a primary point of contact and coordination with state, federal agencies as well as peer jurisdictions.³⁰

A well-organized disaster recovery uses data to improve the efficiency of project delivery and reveal ongoing or unmet needs. The accountability that comes with regular updating and reporting of data is also critical to manage the complexity of disaster recovery.

Roles & Responsibilities

- Directs recovery actions, high-level coordination, and resourcing
- Communicates progress to elected officials and the public, (with the help of dedicated communications capacity, if warranted by the scale and scope of the disaster)
- Responds to the shifting needs of a recovering public, with a focus on equity and sustainability
- Serves as central point of contact for regional, state, and federal recovery leaders
- Leads the Recovery CAC during disaster response in preparation for recovery

³⁰ FEMA. National Disaster Recovery Framework. (2016). Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

The Recovery Leader needs capacity to focus on recovery, so the position should be a new, dedicated hire during disaster recovery or a permanent position coordinating long-term, ongoing recovery efforts whenever possible.

The Chief Resilience Officer, with support from the Office of Resilience and Sustainability (ORS) will serve as the Recovery Leader at the launch of the CRF and its continuous improvement process and reevaluate the position's requirements based on specific capacity and recovery needs.

DATA & ACCOUNTABILITY LEADER

A Data & Accountability Leader should be appointed and furnished with dedicated resources to manage the wide-ranging data needs of disaster recovery. The Data & Accountability Leader will likely be a department, agency, or external organization already owning, processing, and updating complex and disparate datasets and with the existing or potential capacity to reliably report quantitative and qualitative progress to the Recovery Leader, elected officials, and the wider public. Mapping is a critical need before and after disaster and the Data & Accountability Leader must have capacity to process and communicate geospatial data. A central leader for Data & Accountability will also promote efficiencies in data acquisition and management, avoiding duplication of efforts and costs.

Using existing data systems is crucial to efficient data collection during recovery; for instance, existing permitting and parcel data can be used to collect and record damage assessments, rather than introducing a new, duplicative system. Additionally, the Data & Accountability Leader is critical for promoting a unified approach to recovery through efforts to ensure consistency of data and their interpretation for all recovery actors. All participants in a well-organized recovery should have common understanding of damage, recovery needs, and progress.

Roles & Responsibilities

- Responsible for coordinating, receiving, processing, and making recovery data accessible, including geospatial data
- Responsible for standardizing data requests and inputs across partners
- Responsible for standardizing data outputs and reporting
- Responsible for promoting a unified approach to data acquisition and interpretation to avoid duplication of efforts and costs
- Actively participates in the Recovery CAC during disaster response in preparation for recovery
- Leads recovery data and progress reporting during and after recovery efforts

The Office of Information Technology and Innovation (ITI) and the Office of Performance and Accountability (OPA) will collaboratively serve in the Data and Accountability role at the

launch of the CRF and reevaluate the position's requirements based on recovery needs.

PLAN LEADER

Because of its planning capacity, current role as lead for the City's CRF Core Planning Team, and its function as the Plan Leader for most other disaster-focused plans, the New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP) should continue to own and update the CRF's Disaster Recovery Framework and actions alongside existing disaster response and hazard mitigation plans. The Office of Resilience and Sustainability (ORS) will support NOHSEP on an as-needed basis. This arrangement supports the consistency, continuity, and whole-disaster perspective necessary for continuous improvement. It is recommended that the Plan Leader role grow into a permanent or semi-permanent position serving alongside the Hazard Mitigation Administrator to ensure close collaboration with subsequent, closely related phases of disaster management, namely mitigation and building resilience. Outside of an acute disaster recovery period, this role will have the important responsibility of leading the update and improvement cycle (see Chapter 3) of the CRF based on lessons learned through local disaster recovery processes and best practices.

Each disaster will require unique planning efforts as more information is gathered about the scale and scope of community needs as well as available capacities to address them. While NOHSEP would continue to act as overall Plan Leader, the responsibility of creating disaster-specific plans would be carried by the Recovery Management Team (RMT) for Planning and Project Management, which is discussed in further detail below. The Plan Leader will inform the appropriate RMTs on the content of the CRF and maintain a centrally indexed repository of planning documents and recovery goals for use during current and future recovery.

Roles & Responsibilities

- Responsible for documenting recovery lessons learned as part of a continuous improvement process in alignment with the CRF
- Responsible for updating the plan in response to continuous improvement efforts and shifts in recovery needs, challenges, and priorities
- Coordinates and co-leads (with the Recovery Leader) the Recovery CAC during disaster response in preparation for recovery
- Responsible for communicating the contents of the CRF to the Recovery Leader and the Planning and Project Management Team

RECOVERY COMMUNITY ADVISORY COMMITTEE

The Recovery CAC is comprised of external and community recovery partners and local officials. Members were recruited by the City of New Orleans to serve in an advisory capacity to the City's Core Planning Team—led by NOHSEP—to share expertise about community

needs, process improvements, and service delivery imperatives after disasters. Most Recovery CAC members already work with the City during disaster management, through preparedness, response, recovery, and mitigation phases.

The Recovery CAC is organized by RSF across six topic areas: Community Planning and Capacity Building, Economic Recovery, Health and Social Services, Housing, Infrastructure and Natural Systems, and Cultural Resources. The six RSFs are based on national best practice organizing principles, with close resemblance to FEMA and State of Louisiana recovery functional areas.

There are typically two Co-Chairs that lead a Working Group for each RSF, representing City and external stakeholders. Each RSF Working Group is made up of experts and community representatives across the public, non-profit, private, and philanthropic sectors.

Roles & Responsibilities

- Stay in close, regular contact with recovery leadership, especially the Recovery Leader and Plan Leader
- Responsible for directing needs and progress reports through standardized channels to the Data & Accountability Leader
- Responsible for ensuring that service providers and community representatives are closely consulted, goals are aligned, and progress can be shared throughout recovery, through a Whole Community approach³¹
- Meet regularly during recovery, similar to how response is managed, to discuss community needs, progress against goals, new funding availability, collaboration opportunities, and actionable best practices

³¹ FEMA. (2011). A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action. Available at : https://www.fema.gov/sites/default/files/2020-07/whole_community_dec2011_2.pdf

2.3 Recovery Management

Basic responsibilities and functions for the roles within the Disaster Recovery Framework are unlikely to change from disaster to disaster but may scale up or down according to needs.

RECOVERY MANAGEMENT TEAMS

Recovery Management Teams (RMTs) are pre-organized groups of agencies and/or departments responsible for critical disaster recovery functions irrespective of the specific disaster. To support effective pre-planning for recovery, RMTs will be established and in place no matter what type of recovery the city faces. In some cases, departments within an RMT may already collaborate during steady state operations, but in others, these team arrangements might be new. Teams are grouped based on existing or potential capacities to perform or easily contract critical recovery functions.

- The **Planning & Project Management Team** is responsible for developing specific recovery goals and managing projects and programs based on direction from the Recovery Leader and data from the Data & Accountability Leader.
- The **Financial & Grants Management Team** is responsible for compliance and resource management as well as maintaining recovery policies and procedures.
- The **Operations & Coordination Team** is responsible for implementing recovery projects, programs, and related public services, either with existing, hired, or contracted capacity.
- The **Purchasing & Legal Team** is responsible for the efficient and expedited procurement of goods and services as well as contract management to support recovery projects and programs. The team will help draft and review recovery policies and programs as they are being developed and as they move to policy bodies for adoption. This team will address all legal needs for interpreting the City's charter, state and federal law, and other regulatory documents.
- The **Communications & Outreach Team** is responsible for engagement with the public about recovery needs, progress, and resource availabilities, drawing directly from Recovery Leadership and with representation across topically focused departments and agencies. This team will serve the role of a coordinated public information office dedicated to recovery, responsible for drafting messaging, ensuring communications consistency, and leading external communications processes.

SCALE AND STAFFING

Participating departments and levels of engagement may shift depending on the level of effort required based on the scale and scope of the disaster. The long-term nature of recovery requires long-term staffing. Because hiring staff can take time and planning, each department should implement a plan for hiring or contracting dedicated staff during disas-

ter recovery to maintain focus on recovery management. The City should utilize pre-positioned contracts and cooperative endeavor agreements, which will allow the City to make contracting decisions in a pre-disaster environment and respond efficiently to disasters, for long-term recovery.

STAFF AND PARTNER ROLES & RESPONSIBILITIES

Recovery Management Team Liaison

- Serves as single point of contact for each RMT to communicate with other RMTs, the Recovery Leader, and Community Partners where applicable
- Actively participates in the Recovery CAC and RSF Working Groups during disaster response in preparation for recovery
- Coordinates with other regional recovery efforts, such as community organizations and businesses in the Long-term Recovery Group (LTRG) and State of Louisiana RSFs

Departmental Liaison

- Responsible for coordination on behalf of each department within its respective RMT
- Actively participates in the Recovery CAC and RSF Working Groups during disaster response in preparation for recovery

Community Partner

- Regularly reports progress against recovery goals in relevant topic areas
- Actively participates in the Recovery CAC and RSF Working Groups during disaster response in preparation for recovery
- May participate in other regional recovery coordination efforts, such as LTRG or State RSF meetings

RECOVERY MANAGEMENT TEAM DETAILS

RMTs are the core public sector implementation units of the Disaster Recovery Framework. Each one performs multiple key recovery functions and interfaces with the Recovery Leadership and external partners regularly. The RMTs exist to build capacity for the Recovery Leader and to engage with the Recovery CAC and the RSF Working Groups in their coordination and advisory roles.

FORMING THE RECOVERY MANAGEMENT TEAMS

The first step in operationalizing the Disaster Recovery Framework is to establish the RMTs—in many cases even before the Recovery Leader is activated. Because every disaster is different and the scale and scope of community needs will inherently be different, the RMTs need to be formed to match the need. The descriptions below represent full-scale teams that could be scaled down as needed. The team agencies of each RMT will be consulted at least annually, during steady state operations, to identify primary and secondary team members.

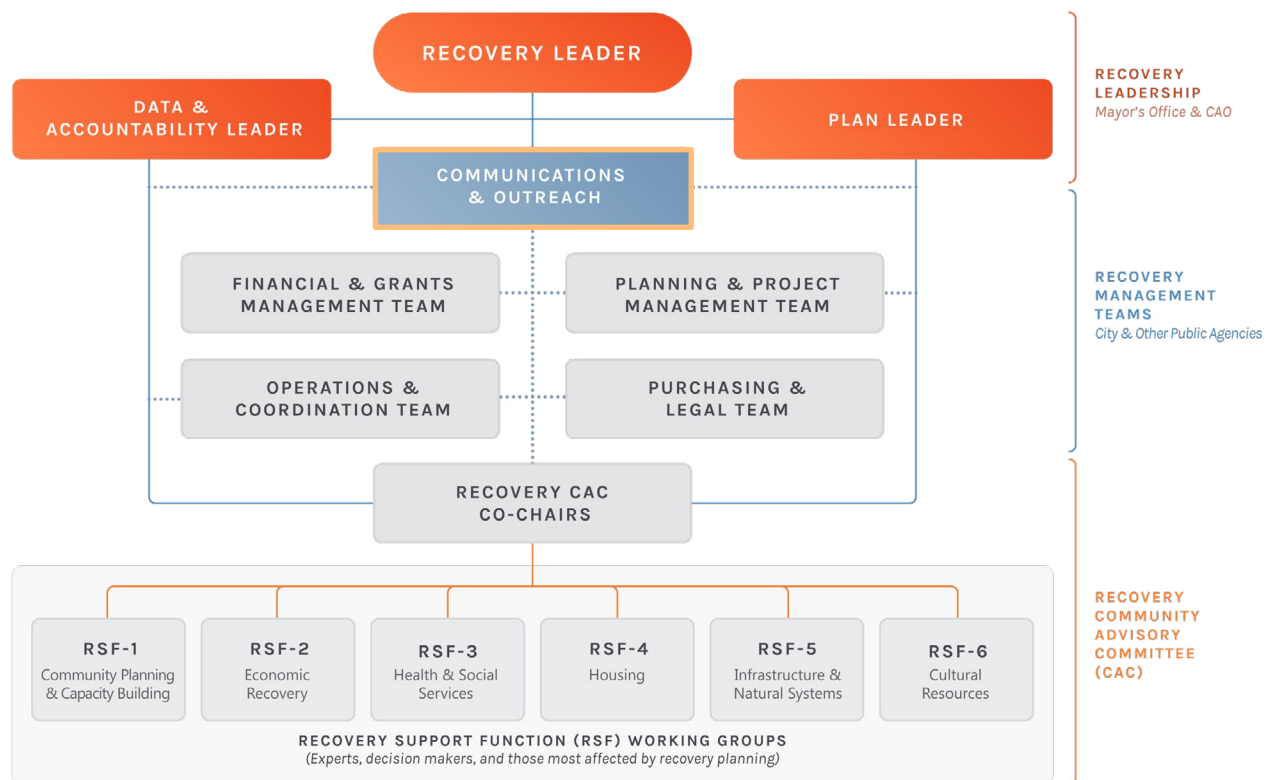
This will help streamline the process of new scaling for recovery. For example, a minor disaster recovery might only include the primary team members, whereas a major disaster will activate all potential RMT agencies.

Some agencies may have steady state capacity that serves a key recovery function, whereas others may only be able to leverage that capacity during emergency times. Capacity within departments or agencies shifts over time and should be regularly assessed in anticipation of a disaster recovery activation. This process should be linked to the development of continuous improvement actions (discussed in Chapter 4). Updates to the Disaster Recovery Framework, including the regular assessment of department and agency capacity, should be used to seek additional resources in anticipation of disaster recovery. Even during recovery, there may be departments or agencies serving primary or secondary roles within each RMT, where one department leads and another supports where needed. Additionally, departments might be on multiple teams owing to the multiple functions the organizations perform.

COMMUNICATIONS & OUTREACH TEAM

The Communications & Outreach (CO) Team is responsible for interfacing with the public to communicate needs and opportunities as well as coordinate messaging for inter-agency collaborations and local and national media. The CO Team has a critical role that touches nearly all aspects of community recovery, serving as a unified public information office with representation from across public sector agencies. Led by the Mayor’s Office of Communications, the CO Team will draw from the extensive communications and outreach experience of departments including the Neighborhood Engagement Office, NOLA Ready (Office of Homeland Security and Emergency Preparedness), New Orleans Redevelopment Authority, and Department of Public Works to ensure consistency across public messages, equitable audience reach, and attention to important details. Disaster recovery is a complex process that involves many agencies, resources, regulations, and opportunities; ensuring that the public can access this information easily and without assumption of prior knowledge of City services, is critical for the CO Team to manage.

Figure 8: Disaster Recovery Framework – Communications & Outreach Team



Key Recovery Roles and Responsibilities

- Coordinate and develop recovery-specific messaging for public and partner organization audiences
- Gather information from other RMTs to interpret needs and opportunities for the public
- Organize engagement opportunities before, during, and after recovery for members of the public to learn about and access resources
- Establish a “no wrong door” policy for public information inquiries to ensure the public can access the recovery information they need from any point of access to the City
- Interpret and convey information gathered by Recovery Leadership
- Interface with media representatives
- Ensure all public-facing recovery officials are media trained
- Optimize audience engagement for equity and efficacy
- Ensure tailored communication and outreach efforts for the cultural community

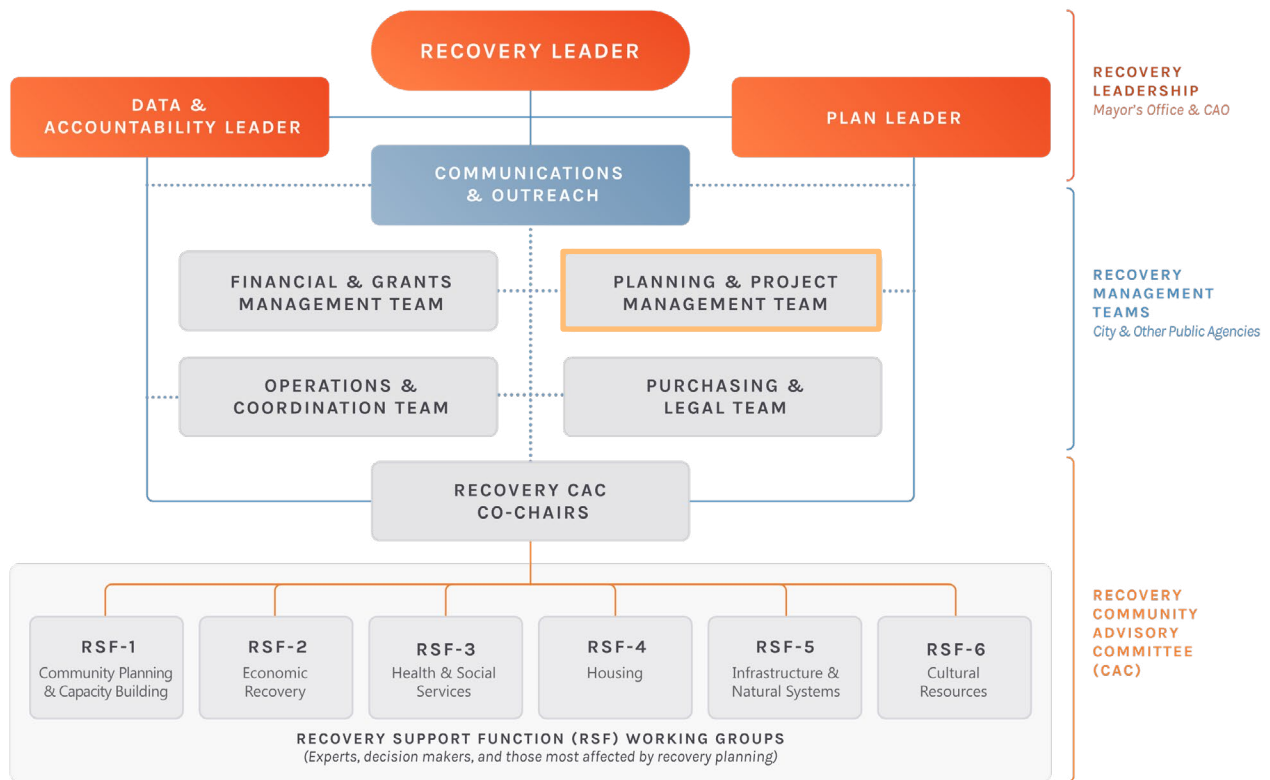
Possible Team Agencies

- Office of the Mayor (Lead)
- Neighborhood Engagement Office
- NOLA Ready (Office of Homeland Security and Emergency Preparedness)
- Department of Public Works
- Department of Sanitation
- Department of Parks and Parkways
- Department of Safety and Permits
- City Planning Commission
- Office of Community Development
- Office of Nighttime Economy
- New Orleans Recreation Development Commission
- Mosquito, Termite, and Rodent Control Board
- New Orleans Redevelopment Authority (NORA)
- New Orleans Regional Transit Authority
- Housing Authority of New Orleans
- Sewerage and Water Board of New Orleans
- City Council
- Entergy New Orleans

PLANNING & PROJECT MANAGEMENT TEAM

The Planning & Project Management (PPM) Team is responsible for developing specific recovery goals and managing projects and programs based on direction from the Recovery Leader and data from the Data & Accountability Leader. During the recovery period, the PPM Team will have a central role, collaborating with the other RMTs, the Recovery Leadership Team, and the Recovery CAC.

Figure 9: Disaster Recovery Framework – Planning & Project Management Team



The PPM Team has critical roles throughout disaster recovery. Early in recovery, and in some cases during response, the PPM Team will work with the Plan Leader to begin a disaster-specific planning process using data and information gathered during response to understand community needs.³² This process will resemble a hybrid of incident response planning (used by NOHSEP to plan for known disruptive events) and strategic planning—combining operations and goal setting based on community needs and existing planning and visioning efforts. The goals set forth in the CRF will guide the PPM Team’s goals, but disaster-specific recovery goals will add to the planning effort. Disaster-specific plans may include goals from across all six RSFs, depending on community needs, and incorporate new or updated initia-

³² This process is referred to in many planning guides as “post-disaster recovery planning” as opposed to the frameworks in this document, which are determined pre-disaster.

tives and policies across physical development and land use, public service delivery, infrastructure repair and improvement, and economic and social development.

Critically, disaster recovery is often a time of redevelopment. The PPM Team will be responsible for leveraging existing physical plans as well as incorporating progressive best practices to shape development after disaster. New Orleans has learned through various rebuilding efforts that returning to previous conditions is not often adequate to improve quality of life for New Orleanians, so exploring higher standards for redevelopment to reflect changing physical and economic conditions will be necessary. The PPM Team will work across agencies to ensure that redevelopment plans are equitable and prioritize existing residents and their ability to live safely, adequately adapted to changing environmental conditions, and without undue financial and social burdens.

New Orleans, like many cities, has experienced competing plans and visions after disaster. The PPM Team, in collaboration with the Plan Leader, is responsible for reviewing any other local or regional planning efforts to see where ideas or actions might be incorporated into official City of New Orleans plans for physical development. Ultimately, the plans and strategies produced by the PPM Team will be based on community needs data furnished by the Data & Accountability Leader and filtered through the City's recovery values—equity, sustainability, and resilience.

The plans and strategies developed by the PPM Team will be reviewed by the Plan Leader, approved by the Recovery Leader, and used by the other RMTs. They will serve to guide:

- Key messages and discussion topics for the Communications & Outreach Team, including setting up opportunities for public comment, input, and community decision making where possible
- Development of funding applications and grant management structures for the Financial & Grants Management Team
- Purchasing priorities for different stages of recovery for the Purchasing & Legal Team, including types of services to pre-qualify for procurement and when to expedite legal review
- Program and project delivery, including performance criteria, for the Operations & Coordination Team
- Goals and needs assessments for external partners via the Recovery CAC

Information and data gathered by RMTs and external service providers will flow through standardized channels to the Data & Accountability Leader and other recovery leadership and filtered back to the PPM Team to revise plans and strategies on a continuous basis.

Key Recovery Roles and Responsibilities

- Specific-disaster visioning and strategic planning
- Project and program design and management
- City planning and land use recommendations
- Project and program review for best practices
- Documentation of community needs
- Scope of work reviews
- Design reviews
- Meeting facilitation
- Project scheduling
- Master planning in alignment with the City's Plan for the 21st Century
- Report development
- Community outreach and communications
- Grant writing

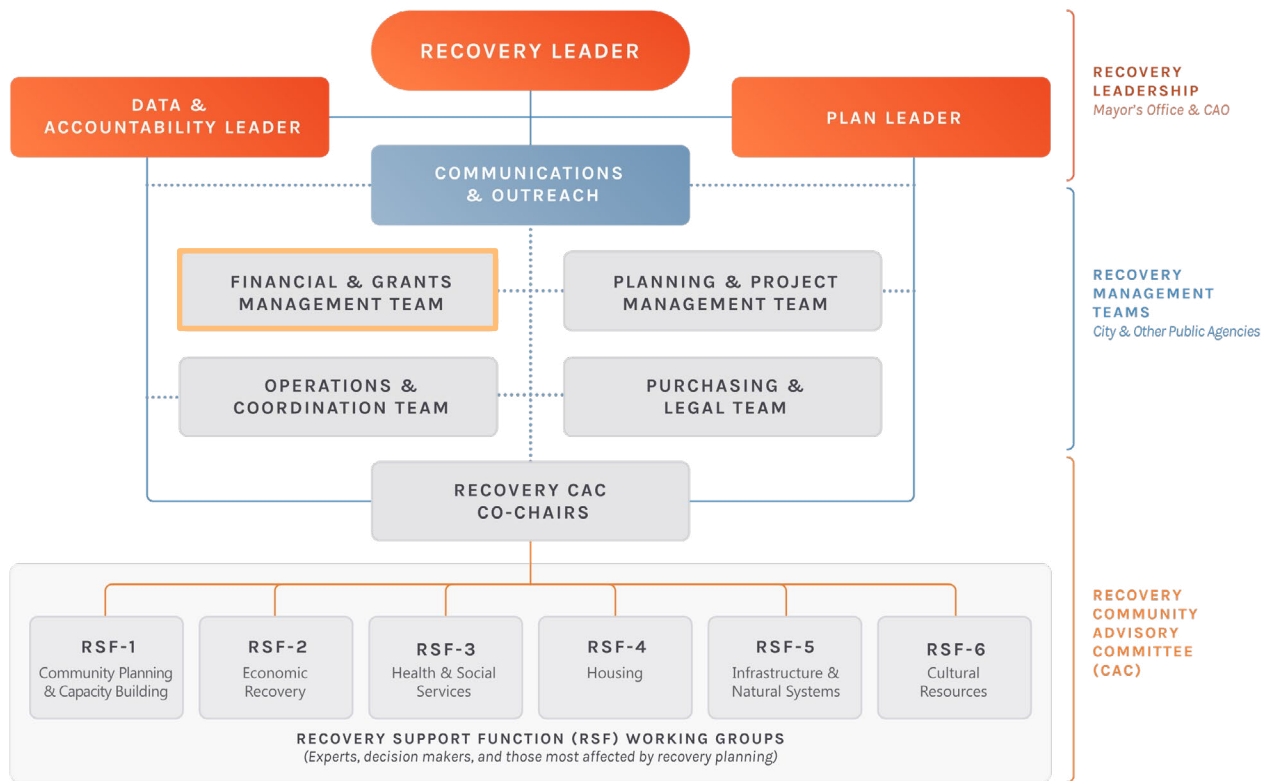
Possible Team Agencies

- Office of Resilience and Sustainability (Lead)
- Office of Homeland Security and Emergency Preparedness
- Office of the Mayor
- City Planning Commission
- Office of Neighborhood Engagement
- Historic Landmarks District Commission
- Mosquito, Termite & Rodent Control Board
- Sewerage and Water Board of New Orleans
- New Orleans Regional Transit Authority
- Housing Authority of New Orleans
- New Orleans Redevelopment Authority
- Office of Information Technology and Innovation
- Office of Nighttime Economy

FINANCIAL & GRANTS MANAGEMENT TEAM

The Financial & Grants Management (FGM) Team is responsible for compliance and resource management as well as maintaining recovery policies and procedures. The FGM Team will take direction from the Recovery Leader and will have goals and actions informed by the PPM Team.

Figure 10: Disaster Recovery Framework – Financial & Grants Management Team



The FGM Team is critical for nearly all recovery actions. Cities are rarely able to recover from disaster with the existing resources they have. Consequently, they need to acquire additional funding, allocate it fairly and efficiently, and manage it according to the source. This typically includes federal (and state) funding from major agencies such as HUD, FEMA, and the U.S. Department of Health and Human Services (HHS). Each of those funding sources requires specialized procedures—and sometimes competitive applications—to receive funding and specific management and compliance regimes once received. FGM Team members already perform many of these functions across local government in New Orleans, but new disasters sometimes come with new funding requirements and opportunities, which should be coordinated across the Team. Beyond public resources, philanthropic funding is also common during disaster recovery. In these situations, the FGM Team will need to negotiate and follow the specific rules and restrictions placed by the funder and sometimes coordinate with a fiscal sponsor organization, such as a community foundation, to distribute and manage resources.

Key Recovery Roles and Responsibilities

- Federal Grant Applications, Management and Compliance
 - FEMA Public Assistance
 - FEMA Hazard Mitigation Grant Program
 - FEMA Benefit-Cost Analyses
 - FEMA Historic Compliance
 - FEMA Mitigation Proposal Development
 - FEMA Cost Reasonableness Analysis
 - FEMA Project Worksheet (PW) Reconciliation
 - HUD Community Development Block Grant (CDBG)
 - HUD Davis-Bacon Compliance
 - HUD Section 3 Compliance
 - Economic Development Administration (EDA) Grant Management
 - U.S. Department of Agriculture (USDA) Grant Management
- Coordination with fiscal sponsor organizations
- Securing disaster loans/bonds
- Database Management
- Scope Development
- Insurance Reconciliation
- Grant Application Development
- Financial Reconciliation
- Accounting
- Audit Support
- Reimbursements

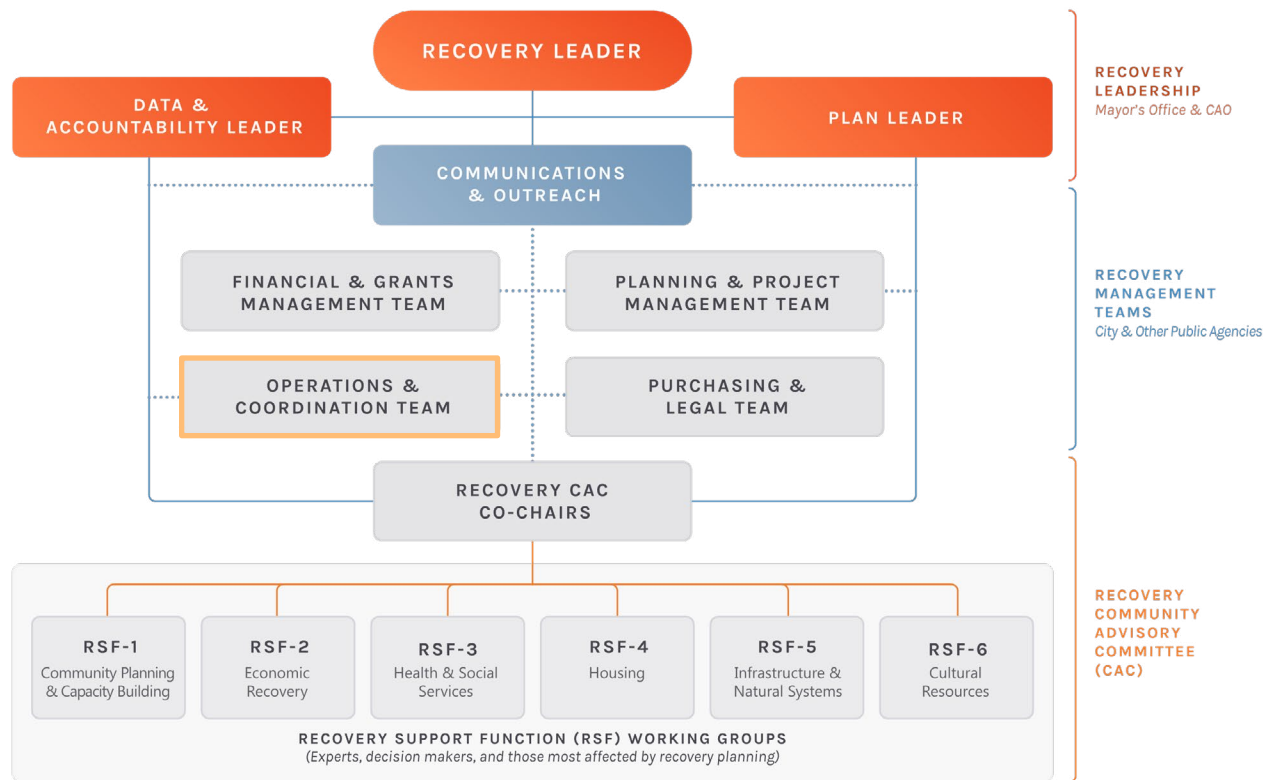
Possible Team Agencies

- Office of Community Development (Lead)
- Project Delivery Unit
- Capital Projects Administration
- Chief Administrative Office, Budget Office, Risk Management Office
- Department of Finance
- New Orleans Redevelopment Authority
- Finance New Orleans
- Board of Liquidation/City Debt

OPERATIONS & COORDINATION TEAM

The Operations & Coordination (OC) Team is responsible for delivering recovery projects, programs, and related public services, either with existing, hired, or contracted capacity. The OC Team uses the planning work of the PPM Team and the compliance guidelines of the FGM Team to execute physical projects and service delivery programs from design to implementation.

Figure 11: Disaster Recovery Framework – Operations & Coordination Team



Many of key recovery functions performed by the OC Team are already core capacities of the member departments and agencies, but specific collaborations and sharing of resources might not be as common during steady state operations. The OC Team members are a diverse group, spanning below-ground infrastructure, streets, public spaces, schools, transportation, and utilities. Owing to the presence of private utilities and schools in New Orleans, including Entergy, Cox, AT&T, and potentially Charter Management Organizations, the OC Team is the only RMT with private companies as part of the organized recovery effort. Importantly, the OC Team will also be responsible for reporting project and program progress to the Data & Accountability Leader in a standardized form.

Key Recovery Roles and Responsibilities

- Joint asset management
- Cost estimating
- Develop and review cost estimates
- Design document management
- Construction management
- Field inspection
- Utility/third party coordination
- Floodplain analysis and compliance
- Federal Benefit-Cost Analyses
- Waste and debris management
- Water infrastructure management
- Transportation management
- Public space management
- Facilities management
- Utility management
- Trees and green space management
- Damage assessments
- Environmental review and compliance
- Geotechnical review and compliance
- Interface with state regulatory agencies
- Review of building and land development codes
- Review of standard details
- Communications technology management
- Data and progress reporting

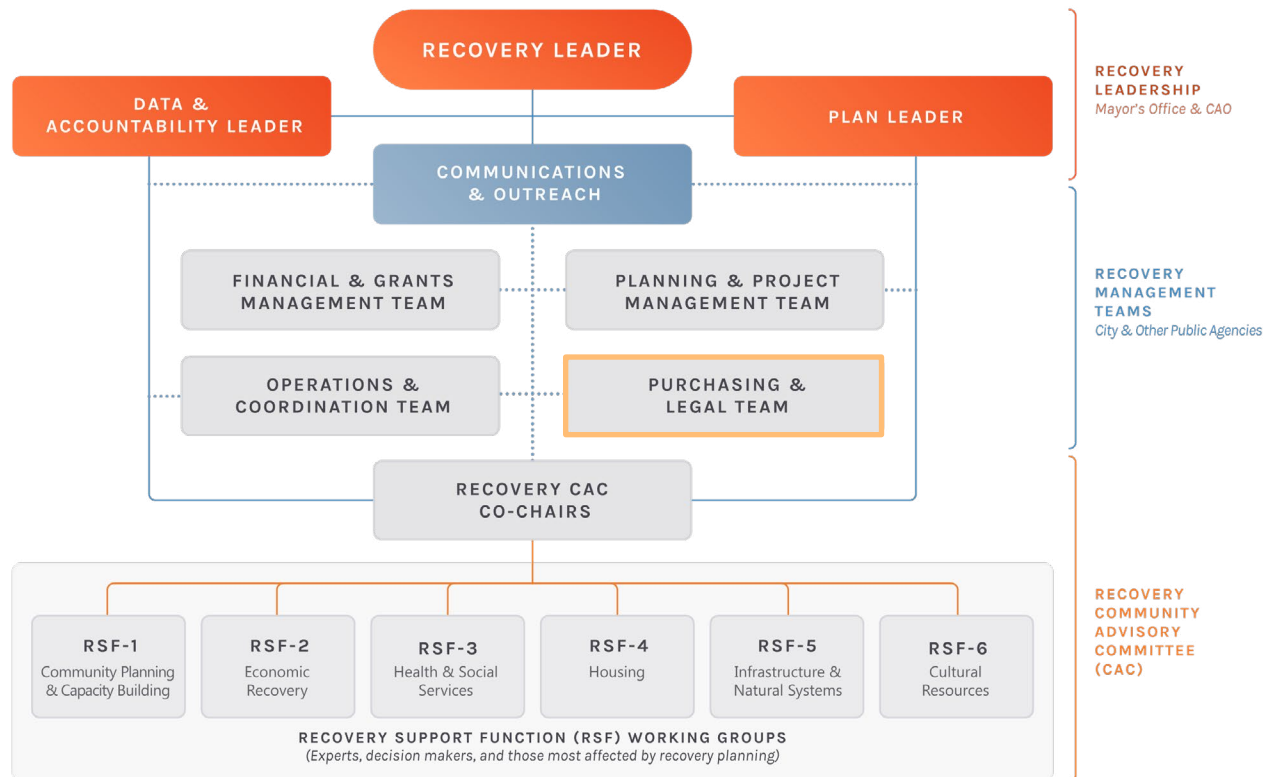
Possible Team Agencies

- Project Delivery Unit (Lead)
- Department of Public Works
- Capital Projects Administration
- Office of Homeland Security and Emergency Preparedness
- Department of Sanitation
- Department of Parks and Parkways
- Department of Property Management
- New Orleans Recreation Development Commission
- Sewerage and Water Board of New Orleans
- New Orleans Regional Transit Authority
- Housing Authority of New Orleans
- New Orleans Redevelopment Authority
- NOLA Public Schools/Orleans Parish School Board
- Entergy New Orleans
- Cox Communications, AT&T, and other telecommunications

PURCHASING & LEGAL TEAM

The Purchasing & Legal (PL) Team is responsible for the efficient and expedited procurement of goods and services as well as contract management to support recovery projects and programs. One of the key challenges following disaster is a lack of awareness of time-lines, opportunities, and legal requirements under emergency procurement policies. The PL Team is responsible for ensuring that procurements are compliant with applicable regulations and, wherever possible, pre-qualified and pre-positioned to avoid costly mistakes and legal challenges during disaster recovery. Efficient procurement is paramount during disaster recovery to deliver services as efficiently as possible to recovering communities and a post-disaster environment is never ideal to start from scratch. Consequently, the PL Team will be active year-round, establishing and vetting collaborator and vendor relationships to create a level of predictability when disaster recovery begins. Additionally, owing to the many legal needs of communities recovering from disaster, the PL Team is responsible for interpreting the City’s charter, state and federal laws and regulations, and offering advice as the City obligates funding, designs programs, and creates partnerships with external organizations. The PL Team takes direction from the Recovery Leader and informs decisions with input from the PPM Team on goals, the OC Team on good requirements, and the FGM Team on accounting and compliance. The PL Team will also interface when appropriate with the Recovery CAC to avoid duplication of efforts and to maximize asset and benefit sharing across recovery actors.

Figure 12: Disaster Recovery Framework – Purchasing & Legal Team



Key Recovery Roles and Responsibilities **Possible Team Agencies**

- Develop, review, and approves procurement packages for recovery projects and services
 - Pre-position and review contracts for recovery goods and services
 - Pre-qualify vendors for critical, time-sensitive recovery services
 - Pre-position and review CEAs between public agencies for recovery collaboration where needed
 - Interface with Civil Service when necessary to advise on creating and updating staff positions
 - Ensure procurements are in compliance with 2 CFR 200 and any other guiding federal funding requirements
 - Interpret local, state, and federal regulations and offer amendment recommendations where necessary
- Department of Purchasing (Lead)
 - Department of Law
 - Office of Community Development
 - Office of the Mayor
 - Chief Administrative Office

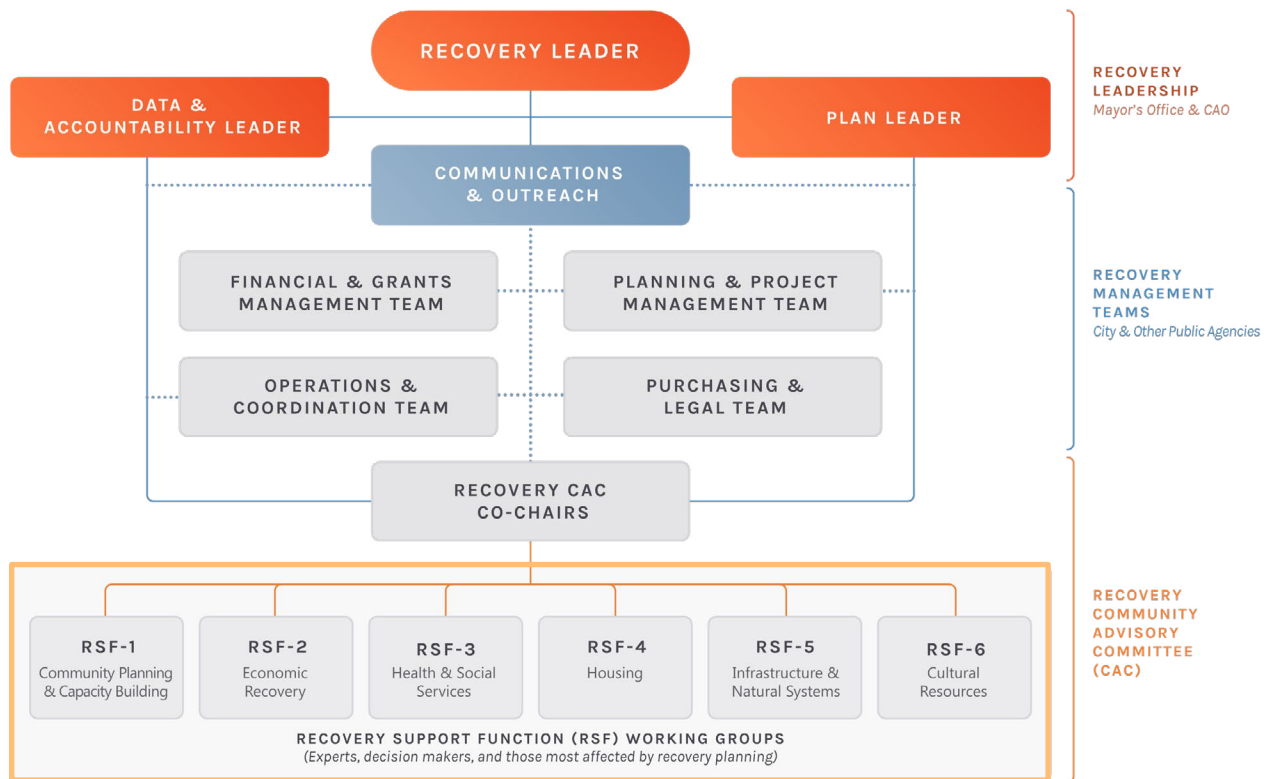
EXTERNAL & COMMUNITY RECOVERY PARTNERS

Recovery Community Advisory Committee

The Recovery CAC was first assembled as part of the planning process for the CRF. During the planning process, the Recovery CAC convened with the assistance of a consultant team of facilitators to discuss recovery goals and metrics, how to achieve an equitable and sustainable recovery, and how to effectively govern and institutionalize an organized Disaster Recovery Framework.

During disaster recovery, the Recovery CAC and its constituent RSF Working Groups will be activated to enable better coordination between City Hall and external partners. Recovery CAC reports needs and progress to recovery leadership while integrating the City’s recovery goals and metrics into service delivery planning. Recovery CAC membership represents on-the-ground subject matter expertise and direct connection to communities in need during recovery and, as such, necessitates clear and regular communication with City Hall recovery operations.

Figure 13: Disaster Recovery Framework – RSF Working Groups



Recovery CAC Activation

The critical nature of the Recovery CAC and its liaison role between the City and external networks and the public means that formal activation will be required during a recovery period. Many of the members of the Recovery CAC will be active during response, so the line between response participation and recovery engagement might be blurry, but it will be the responsibility of the Recovery Leader (or Plan Leader in the absence of a formal Recovery Leader) to formally call for the activation of the Recovery CAC.

At this point, Recovery Leadership and the current Recovery CAC Co-Chairs will convene to decide based on the scale and scope of the disaster which RSF Working Groups need to meet to share information and update other recovery actors on recovery resources, processes, and services. That meeting will also set an ongoing cadence for Recovery CAC meetings during short-term recovery with an agreement to reassess when appropriate. After the initial convening, the activated RSF Working Groups will meet no more than two weeks later.

Roles During Activation

The Recovery CAC and its Working Groups are activated based on the scale and scope of the recovery effort. Much like the RMTs, Recovery CAC member participation can be flexible to meet community recovery needs. For example, if a disaster is primarily concentrated in a residential area, the Housing RSF may be activated formally, while the Economic Recovery RSF might only operate in an informal advisory role. At a minimum, Recovery CAC Co-Chairs will commit to regular communication with City Recovery Leadership during recovery and periodic check-ins per the continuous improvement framework presented in Chapter 4.

During minor recovery efforts, the Recovery CAC might only activate certain RSF Working Groups to focus on specific community needs and services. The whole Recovery CAC might be activated in an informal advisory role to consult on efficient, equitable, and sustainable recovery if resources are available for the City to lead and execute recovery projects and programs. This could take the form of regular (at least monthly) meetings to report on recovery progress in standardized quantitative channels and open-ended qualitative ones. It could also mean leveraging the networks of Recovery CAC members to develop and distribute key recovery messages and seek feedback where needed.

In major recovery efforts, the Recovery CAC might be fully activated, acting like additional public sector capacity under a unified recovery command. The full activation is hopefully a rare occurrence, but the City and Recovery CAC members should prepare for this scenario and clearly agree upon mutual performance expectations. As detailed in Chapter 4, Continuous Improvement for Recovery, the Recovery CAC will convene at least annually to review expectations and identify opportunities for improvement across recovery operations, from communication to resourcing to service delivery.

Ending Recovery Activation

Winding down the activation of the Recovery CAC should be an organic process based on active participation of the membership in recovery service delivery and when the Recovery CAC Co-chairs and recovery leadership agree that the recovery process is approaching steady state operations again, the Recovery CAC will convene formally to “stand down” and debrief recovery activities with a review of reported progress and an opportunity to document challenges and successes in line with the continuous improvement process detailed in Chapter 4.

Recovery CAC Membership

The membership of the Recovery CAC will shift from year to year and disaster to disaster, which requires regular assessment is important to keep partner lists up-to-date. The Plan Leader will maintain the Recovery CAC roster and, in consultation with current Recovery CAC Co-Chairs and other City Hall recovery representatives, will periodically (at least annually) poll Recovery CAC members and other potential members to document mission, recovery function capacity, and level of commitment to decide if new or continuing Recovery CAC membership is appropriate. The City should seek to formalize Recovery CAC membership where possible to add a layer of mutual accountability to the advisory body and recovery implementation actors. This should be formal and convey specific responsibilities, taking the form of official appointments like those to other boards and commissions.

The membership and active participation of the Recovery CAC during and outside recovery periods form the foundation of New Orleans’ Whole Community approach to disaster recovery. The Whole Community approach, as defined by FEMA, seeks to engage the widest and deepest group of community capacities and interests as possible during planning and implementation. To continue to incorporate this approach to disaster recovery in good faith, the Recovery CAC membership (including RSF Working Group members) should strive to include:

- Social services providers
- Representatives from local and regional Long-term Recovery Groups
- Advocates for vulnerable communities
- Representatives from vulnerable neighborhoods and communities
- Organizations with resources to share
- Organizations in need of resources
- Local businesses (particularly small and cultural businesses)
- Advocates for non-English-speaking communities
- Advocates for workers’ and renters’ interests
- Advocates for and leaders from cultural communities

- “Watchdog” and monitoring organizations for diverse sectors like energy, law enforcement, human rights, etc.
- Representatives from the Mayor’s Office
- Representatives from City Council
- Specialized public agencies (e.g., planning commission, housing authority, redevelopment authority, water utility, etc.)
- Regional public and quasi-public agencies (e.g., transit agency, metropolitan planning organization)
- State and federal agency (field office) representation, where possible

During the planning process for the CRF in 2022, the following external organizations, agencies, or self-representing individuals were invited to participate in Recovery CAC planning meetings, including RSF-specific discussions³³:

TABLE 5: RSF 1: COMMUNITY PLANNING AND CAPACITY BUILDING

ORGANIZATION OR AFFILIATION	
City of New Orleans Hazard Mitigation Office	Second Harvest Food Bank
City of New Orleans Office of Procurement	World Central Kitchen
City of New Orleans Health Department (NOHD)	VIA LINK
Sewerage and Water Board of New Orleans (SWBNO)	HandsOn New Orleans
City of New Orleans Mayor’s Neighborhood Engagement Office (NEO)	City of New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)
State of Louisiana’s Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)	City of New Orleans Mayor’s Office
Disability Rights Louisiana	City Council District Offices
Louisiana Society for the Prevention of Cruelty to Animals (LASPCA)	Team Rubicon

³³ Note: These lists represent invitees to the initial planning meetings of the Recovery CAC. Representatives of these organizations did not necessarily attend any or all meetings, nor does the content of the CRF necessarily represent any official position of these organizations. These lists should also not be viewed as permanent and the Recovery CAC roster should be reviewed annually as described in Chapters 2 and 4.

TABLE 6: RSF 2: ECONOMIC RECOVERY
ORGANIZATION OR AFFILIATION

City of New Orleans Mayor’s Office of Economic Development	Tulane University, Freeman Center for Entrepreneurship
Stay Local	University of New Orleans
French Market Corporation	National Aeronautics and Space Administration (NASA)
Resilience Force	Propeller
Market Umbrella	Southern University of New Orleans
Broad Community Connections	Louisiana Restaurant Association
New Orleans Redevelopment Authority (NORA)	Algiers Economic Development Foundation
New Orleans Workers’ Center for Racial Justice	Urban Conservancy
Step-Up Louisiana	New Orleans Workers’ Center for Racial Justice
Made in New Orleans Foundation (MiNO)	New Orleans East Culture Hub
Loyola University, College of Business	Cajun Fire Brewery
Xavier University	United Local 23 Hospitality Workers Union

TABLE 7: RSF 3: HEALTH AND SOCIAL SERVICES

ORGANIZATION OR AFFILIATION	
Sexual Trauma Awareness & Response (STAR)	Urban Strategies, Inc.
LASPCA	Familias Unidas en Acción
American Red Cross	Baptist Community Ministries
AARP	Birthmark Doula Collective
Louisiana Department of Health, Office of Public Health, Region 1	Step Up Louisiana
New Orleans Public Library	New Orleans Council on Aging
Culture Aid NOLA	Urban Strategies, Inc
Louisiana Department of Children and Family Services (DCFS)	City of New Orleans Health Department
Total Community Action (TCA)	United Way of Southeast Louisiana
Odyssey House Louisiana	Metropolitan Human Services District
Greater New Orleans Foundation	Jewish Family Services of Greater New Orleans
Second Harvest Food Bank	Disability Rights Louisiana
Youth Empowerment Project	New Orleans Emergency Medical Services
Court Appointed Special Advocates (CASA) New Orleans	Catholic Charities
Kingsley House / New Orleans Early Education Network	NOLA Public Schools
VIET	

TABLE 8: RSF 4: HOUSING

ORGANIZATION OR AFFILIATION	
City of New Orleans Office of Community Development	Covenant House
Louisiana Fair Housing Action Center	City of New Orleans Emergency Medical Services
New Orleans Redevelopment Authority	Jane Place Neighborhood Sustainability Initiative
Greater New Orleans Housing Alliance	Rebuilding Together New Orleans
New Orleans Health Department	Providence Community Development
American Red Cross	City of New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)
Greater New Orleans Habitat for Humanity	

TABLE 9: RSF 5: INFRASTRUCTURE AND NATURAL SYSTEMS

ORGANIZATION OR AFFILIATION	
City of New Orleans Capital Projects Administration (CPA)	NOLA Tree Project
Center for Sustainable Engagement & Development	City of New Orleans Safety & Permits
City of New Orleans Office of Resilience and Sustainability (ORS)	Louisiana Green Corps
City of New Orleans Department of Public Works (DPW)	Urban Conservancy
Entergy New Orleans	New Orleans Regional Transit Authority
Thrive New Orleans	Sewerage and Water Board of New Orleans (SWBNO)
The Water Collaborative	Pontchartrain Conservancy
City of New Orleans Office of Transportation	Southeast Louisiana Flood Protection Authority – West
Audubon Nature Institute	Alliance for Affordable Energy
Bike Easy	Lighthouse Louisiana

ORGANIZATION OR AFFILIATION

City of New Orleans Project Delivery Unit (PDU)	City of New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)
City of New Orleans Parks and Parkways	

TABLE 10: RSF 6: CULTURAL RESOURCES

ORGANIZATION OR AFFILIATION

Southern Food and Beverage Museum	ACloserWalkNOLA
Xavier University	Genrise
New Orleans Preservation Coalition and Alliance for Response	ELLA Project
Louisiana National Guard Museum	Law Library, Louisiana Supreme Court
Louisiana Hospitality Foundation	New Orleans Public Library, City Archives and Special Collections
Amistad Research Center	Libraries at Tulane University
Peace Ministry LLC	Greater New Orleans Foundation
New Orleans Musicians Clinic	Majestic Collaborations
Howlin Wolf	Gblwrmg
WYES	Music and Culture Coalition of New Orleans
Trombone Shorty Foundation	Preservation Resource Center
Artist Corps	French Quarter Festivals, Inc
New Orleans Museum of Art	Creative Alliance of New Orleans
Loyola Special Collections and Archives	Congo Square Preservation Society
New Orleans Jazz Museum	Jazz and Heritage Foundation
WWOZ	Mayor’s Office of Cultural Economy
New Orleans Musicians Assistance Foundation	Amistad Research Center

ORGANIZATION OR AFFILIATION

Recording Academy	New Orleans Public Library City Archives
Musicians' Council on Fair Wages	Friends of the Cabildo
New Orleans Arts Education Alliance	Xavier University, Center for Equity, Justice, and Human Spirit
International Council on Archives Emergency Management and Disaster Preparedness Expert Group	Ashe Cultural Arts Center
Guardians of the Flame Maroon Society	New Orleans Musicians Union
Hermann-Grima House	Timbuktu Warriors
Prince of Wales SAPC	New Orleans African American Museum

2.4 Recovery Governance for Cultural Resources

In New Orleans, the themes and communities addressed by RSF 6: Cultural Resources, are particularly important because of the city's core identity as an historical and contemporary cultural capital, the breadth and diversity of the cultural community, and the relative economic precarity that the city's cultural producers and bearers experience—especially during times of crisis. In 2022, FEMA released a brochure focused on the importance of arts and culture in expanding the purview of mitigation.³⁴ The City of New Orleans recognizes the role of leveraging arts and culture for Whole Community recovery and mitigation, but also the need to directly support the cultural community who creates the city's arts and culture.

The formation of RSF 6 was intentional to ensure a clear focus on the needs of the cultural community after disaster.³⁵ Cultural producers of music and visual art, representatives of museums and festivals, Black Masking Indian Tribes, Social Aid and Pleasure Clubs, and other members of the cultural community came together for facilitated discussions about disaster recovery visions and ideas about how to get there. An initial list of policies, procedures, and plans that would address improved recovery outcomes for the New Orleans cultural community are included in Chapter 5. It also became clear through the discussion process that having dedicated resources to support the cultural community through disaster recovery should be a priority.

The complexity of recovery for such a diverse and geographically distributed community will require special attention and resources. To effectively manage recovery across the cultural community, a dedicated staff member will be required that can bridge the gap between recovery leadership, the RSF 6 Working Group, the Office of Cultural Economy, and potentially the Office of Nighttime Economy. This Cultural Resources Recovery Liaison (CRRL) should have a familiarity with the indigenous cultural traditions of New Orleans as well as experience with community engagement and data collection. The CRRL will serve as a liaison between the cultural community and the City's recovery leadership and management teams immediately after disaster and would oversee data collection and reporting, maintenance of contact information, and capacity building (both resource development and building community capacity) as a part of ongoing recovery work.

34 FEMA. Guide to Expanding: Making the Connection to Arts and Culture, Available at: https://www.fema.gov/sites/default/files/documents/fema_mitigation-guide_arts.pdf.

35 The National Disaster Recovery Framework (NDRF) combines natural and cultural resources in its version of RSF 6, whereas the New Orleans version focuses on the cultural community.

Figure 14: Cultural Resources Disaster Recovery Framework



This position could double as one of the Co-Chairs of the RSF 6 Working Group or serve as a separate position within City government. In the case of a dedicated City position, the Disaster Recovery Framework and the CRRL's relationship to it should be leveraged to budget and fundraise where necessary.

2.5 Short-term Recovery Management

While the immediate aftermath of a disaster can be chaotic and unpredictable, it is important to consider how to best position for a well-organized recovery. Each recovery is different because of the scale and scope of the disaster, the actors involved, and other exogenous factors that could help or hinder the recovery effort over time. Shortening recovery time is a key objective of planning for a well-organized recovery and the first actions taken to institute the Disaster Recovery Framework after a disaster can be some of the most effective in achieving that goal.

As soon as a disaster occurs and response efforts are beginning, certain questions relevant to recovery need to be considered, many of which are also critical to response:

- What is the geographic scope of the disaster?
- What vulnerable populations are affected?
- What is the human scale of the disaster?
- What is the infrastructure scale of the disaster?
- What other crises are actively being addressed by the City?

The answers to these questions will help narrow the scope of the next set of questions:

- Which City departments and public agencies have normal operations, or “blue-sky,” responsibilities around the places, people, and infrastructure affected by the disaster?
- Which external partners directly serve the places, people, and infrastructure affected by the disaster?
- Which departments, agencies, and/or external partners will be active in both response and recovery?

At the local and regional level in New Orleans, many recovery actors will be active during response and recovery, so their participation may organically shift from “lifesaving” to “life sustaining.” However, formally marking the shift from response to recovery operations is important to promote different kinds of collaboration and a focus on recovery-specific goals.

Based on facilitated discussions during the CRF planning process among RSF Working Group members and the City Planning Team, several considerations and steps were identified to take early in—or even before—disaster recovery. These actions support more efficient collaboration among the recovery actors included in the Disaster Recovery Framework and greater opportunity to leverage recovery data to shape progress.

CRITICAL STEPS TO TAKE EARLY IN RECOVERY

- **Recovery Ordinance** - If there is a recovery ordinance written, review it for current applicability and take the steps necessary to formalize its implementation. This could be working with City Council to pass the ordinance or, in some cases, issued as an executive order by the mayor. See Chapter 5 for more details on a recovery ordinance.
- **Collaboration** - Share City governance and community collaboration plans with state (e.g., GOHSEP) and federal (e.g., FEMA Region 6) partners. This will help establish predictable lines of communication among different levels of government and help direct early discussions of recovery funding support, including administration and operations needs.
- **Coordination** - Assign dedicated points of contact for LTRG and State of Louisiana RSF collaborations as part of partner coordination.
- **Recovery Partnerships** - Develop an inclusive and comprehensive list of recovery partners to have access to ongoing state and federal information updates. For example, when FEMA begins to release recovery data and hold recovery briefings, ensuring broad access can help prevent information chokepoints and promote transparency.
- **Recovery Management Teams** - Convene each RMT, led by the Recovery or Plan Leader, to review recovery priorities, capacity issues, and other needs among the team, particularly when ongoing services need to continue during recovery. Document these needs for pending funding and resource applications and requests. Prepare RMTs to increase capacity for disaster case management and to receive high volumes of inquiries about recovery resources and needs.
- **RSF Working Group Activation** - Meet with all RSF Working Group Co-Chairs to review response activities to determine early-stage recovery priorities. This also provides the opportunity to decide if full Working Group participation will be needed based on the scale and scope of the disaster. Review with this group established processes to refer individual cases to services to connect New Orleanians more efficiently to recovery resources during short-term recovery.
- **Building and Development** - Review the current status of standards, including building and development codes, relevant to the disaster, and confirm status of insurance policies, which will serve as first-option funding resources before FEMA Public Assistance and other resources can be deployed.
- **Statutory Authority** - Identify which public agencies have critical statutory authority and therefore will be called upon to carry out specific recovery activities. For instance, the New Orleans Redevelopment Authority (NORA) has the authority to acquire land, including through eminent domain, and can be called on as the entity to manage any local buy-out program.

2.6 Coordinating With Other Recovery Efforts

LONG-TERM RECOVERY GROUP

Long-Term Recovery Groups (LTRGs) were first set up in affected parishes after Hurricane Katrina to help coordinate the efforts of non-governmental organizations, including social service agencies, faith-based organizations, and businesses. Known as the Greater New Orleans Disaster Recovery Partnership, more than 90 local and regional organizations worked to “coordinate efforts, pool financial and material resources, stem duplicative efforts, and advocate for effective policies among eight long-term recovery structures in nine parishes of southeastern Louisiana.”³⁶

The organizational structure used by the long-term recovery partnership after Katrina is now a best practice recommended by the National Voluntary Organizations Active in Disaster (NVOAD) and FEMA as a key element in unmet needs assessment and resource delivery after disaster response has concluded and initial relief resources have been exhausted.

Figure 15: Long-Term Recovery Groups



Today, the LTRG model is still active in New Orleans, having most recently been activated following Hurricane Ida. The United Way of Southeast Louisiana and the Institute of Mental Hygiene (IMHNO) have continued to play leadership roles in the LTRG and plan to continue leveraging the model to convene and organize efforts.

Much of the focus of the LTRG is on service delivery and resource distribution for individuals and families in Southeast Louisiana, which includes acting as a hub for ongoing activities by service providers. Additionally, the LTRG maintains an Unmet Needs Committee that helps distribute resources and services directly to those who still need support after standard services have been exhausted. The LTRG’s efforts are supplemented by the State

activities by service providers. Additionally, the LTRG maintains an Unmet Needs Committee that helps distribute resources and services directly to those who still need support after standard services have been exhausted. The LTRG’s efforts are supplemented by the State

36 De Vita, Carol, Fredrica D. Kramer, Lauren Eyster, Samuel Hall, Petya Kehayova, and Timothy Triplett. (2008). The Role of Faith-Based and Community Organizations in Post-Hurricane Human Services Relief Efforts. Available at: <https://www.urban.org/sites/default/files/publication/29751/1001245-the-role-of-faith-based-and-community-organizations-in-post-hurricane-human-services-relief-efforts.pdf>.

of Louisiana during major disasters where the Disaster Case Management Program (DCMP) is activated, adding extra capacity to the direct service delivery mission of the LTRG.

The City of New Orleans Recovery Leadership and RMTs should proactively work with the LTRG, especially on data collection, progress reporting, and joint fundraising during long-term recovery. The established organizational structure will help enable more streamlined communication between the City and external partners, especially when sharing resources and information across parish lines is necessary.

Historically, the City has not assumed the same direct service mission during recovery like the LTRG. When there is an LTRG activated after disaster, the City will provide a single point of contact, be prepared to field questions about resource availability and hierarchies as well as be able to relay messages from members of the LTRG announcing services to more quickly refer New Orleanians recovering from disaster to dedicated help. Where possible, the City will leverage its capacity for an expanded individual assistance approach, particularly for those services that do not require a service provider intermediary.

For those efforts that do require other service providers, the LTRG provides a structure for resource coordination and application vetting that can supplement City efforts. One of the challenges that LTRGs often face is difficulty standing up quickly without dedicated recovery (not response) resources and maintaining resource sustainability into long-term efforts. In disaster philanthropy, two-thirds of private giving happens in the first two months after a disaster.³⁷ Additionally, the majority of disaster funding supports immediate response and relief efforts, with fewer resources going towards mitigation and recovery.³⁸ This makes it difficult for LTRGs to respond to unpredictable unmet needs during long-term recovery. City recovery leadership should consider this challenge as it begins to administer long-term recovery resources.

When the Recovery CAC convenes during disaster recovery to support City efforts, the leadership of the LTRG and its Unmet Needs Committee, if activated, will be represented and be available to coordinate with the RSF 1: Community Planning and Capacity Building Working Group, based on its role as a coordinating entity among other RSF Working Groups.

37 Candid, Center for Disaster Philanthropy. (2022). Measuring the State of Disaster Philanthropy: Data to Drive Decisions. Available at: <https://disasterphilanthropy.candid.org/>.

38 Center for Disaster Philanthropy. (2021). Measuring the State of Disaster Philanthropy: Data to Drive Decisions. Available at: <https://www.issuelab.org/resources/38973/38973.pdf>.

STATE OF LOUISIANA RECOVERY SUPPORT FUNCTIONS

The State of Louisiana's Emergency Operation Plan identifies RSFs much like the City of New Orleans. Most of the participation within the State's RSF Working Groups is by public agency representatives rather than community or service delivery organizations. The meetings are designed to be the primary information sharing report outs for all public sector recovery partners and advisory meetings for those managing state and federal funding for recovery. The State of Louisiana typically activates the RSFs via its version of a recovery ordinance, often in the form of an executive order by the governor. A similar approach will be instituted for activating the New Orleans Disaster Recovery Framework.

The State's RSFs are integrated into related Emergency Support Functions (ESFs), which are similarly derived from FEMA guidance. For example, ESF 14 is Cross-sector Business and Infrastructure and includes Long-term Community Recovery as a specific annex, calling for engagement with federal, state, and local recovery partners.

During early recovery, the State RSFs will typically meet bi-weekly, with a transition to monthly or quarterly as the pace of addressing unmet needs and managing new resources slows. During an RSF meeting, there will often be a broad overview of status across relevant public sector agencies as well as Volunteer Organizations Active in Disaster (VOADs) and Disaster Case Managers when appropriate. These meetings are also opportunities to note policies and procedures that could be changed or improved, much like the process proposed for local recovery discussed in Chapters 4 and 5 of the CRF.

The City of New Orleans will assign a point of contact for each State RSF and make sure to regularly attend the RSF meetings. This will ensure local awareness of resource availability and requirements, policy changes, and recovery progress. Maintaining close contact and collaboration with the State RSF groups will also help make planning for federal and pass-through funding easier, creating familiarity among the departments and agencies responsible for submitting applications for funding and maintaining compliance. Active local participation in State RSF meetings could also make any reporting easier for State-administered recovery programs as well as individual case referrals.

2.7 Data and Accountability

Formally organizing recovery operations at the local level before a disaster is a relatively new concept, especially in the United States, where most recovery planning has been completed after disasters strike.³⁹ This is partially due to the long-term nature of recovery and the diversity of recovery needs across communities affected by disaster. One clear way to begin to organize recovery for efficiency and comprehensiveness is to create mutual accountability through data and information reporting. The Data & Accountability Leader serves as a discrete leadership position because of the need to organize, comprehend, and leverage disparate plans, actions, and services. Recovery usually involves more actors than response because of the diversity of needs and service providers; to be better coordinated, a unified understanding of needs and progress across recovery actors is critical.

The City of New Orleans already has an open data policy and has many systems in place to collect, process, and share data. The Office of Performance and Accountability (OPA) and the Office of Information Technology and Innovation (ITI) along with teams in other local public agencies like the New Orleans Redevelopment Authority and Sewerage and Water Board perform many of these functions today. These capacities will be invested in to develop a recovery-specific suite of processes and services to create a common operating picture for the many local and regional disaster recovery actors.

STANDARDIZATION

One of the biggest challenges during a complex, multi-actor recovery period is asymmetry of information, where not everyone has the same damage, needs, and progress information, despite having responsibilities to use it efficiently and effectively to help recovering communities. The Data & Accountability Leader will be responsible for developing data and progress reporting standards for the RMTs and Recovery CAC; receiving, managing, and processing their data; and quickly synthesizing the information for recovery leadership and, where appropriate, recovery management actors and the public. A close second to information asymmetry is ambiguity that leads to multiple data interpretations. The Data & Accountability Leader will standardize the data request to partners and provide the reporting template to make sure all parties have an equally clear, unambiguous understanding of known community needs and current recovery efforts. The universal metrics and indicators discussed in Chapter 3, as well as disaster-specific metrics developed by the PPM Team in the early stages of a recovery, will help guide the templates used by the Data & Accountability Leader, but they will shift over time, as more specific needs and progress information is reported. Because many of the indicators for recovery are difficult to quantify, reports

³⁹ American Planning Association. (2014). Planning for Post-Disaster Recovery: Next Generation. Planning Advisory Service Report 576. Available at: https://www.fema.gov/sites/default/files/2020-06/apa_planning-for-post-disaster-recovery-next-generation_03-04-2015.pdf.

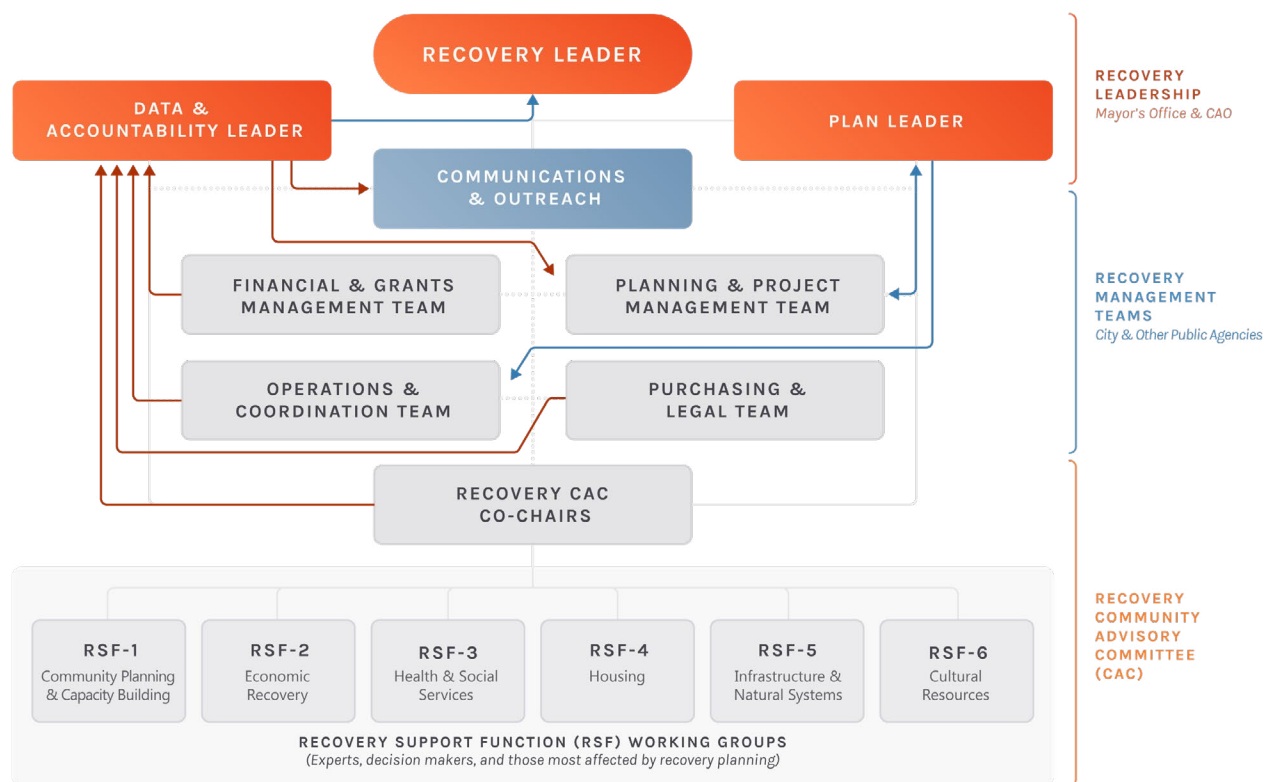
throughout the period of long-term recovery will be used to best assess current conditions.

ACCOUNTABILITY

Post-disaster periods can be uncertain and challenging times. The more mutual accountability that exists between actors, the greater opportunity for efficient and effective collaboration. The recovery leadership team will use the standardized, regular data report outs to conduct performance reviews of implementation partners on the RMTs and, where appropriate, of Recovery CAC partner organizations to ensure a coordinated and fair recovery effort.

HOW TO LEVERAGE RECOVERY DATA

Figure 16: Disaster Recovery Framework – Data Flow



The Data & Accountability Leader is expected to synthesize and present regular reports of ongoing recovery needs and progress. The rest of the Recovery Leadership Team will receive these reports and direct implementation accordingly. The Recovery Leader will assess overall progress relative to community needs and the City's goals and instruct the RMTs to act accordingly. The Plan Leader, in charge of coordinating continuous improvement efforts, will leverage data to identify potential inefficiencies, duplications of effort, and inequitable delivery of services. Those documented challenges will become the basis of creating continuous improvement actions to better the coordination and delivery of disaster recovery services.

In collaboration with the Plan Leader, the PPM Team will draft an initial disaster-specific plan that establishes recovery goals based on initial estimates of need and resource availability that come from other RMTs and Recovery CAC-member service providers and advocates, ideally filtered through the Data & Accountability Leader. These plans and strategies will be regularly updated throughout recovery to inform any potential adjustments to program and project design and delivery. The FGM Team will likely be responsible for hosting some progress reporting for federal recovery funding compliance, such as dollars obligated or spent, but this could and should be consolidated with other recovery metrics to improve transparency. Where possible, the City's common recovery metrics and indicators will be submitted to funders, including federal agencies, to ensure consistent assessment of performance across funding sources. The OC Team will be reporting and responding to progress indicators for each project and program they are managing, and as unmet need information becomes clearer throughout recovery, it can be used to project staffing and/or contracting needs. For Recovery CAC members, centralizing data and information reporting will allow for improved collaboration opportunities across RSFs, target communities, and geographies. With a common operational picture, recovery data can give a sense to implementation partners how much they are contributing to the overall effort and understand if capacities could or should be shifted to serve a different need.

HOW TO IMPROVE RECOVERY DATA

Initial recovery data and information will likely be incomplete and imprecise, but despite the limitation it must be collected, processed, and reported regularly. Only through regular data collection, reporting, and synthesis that involves as many service providers and implementing agencies as possible will the data improve. Eventually, a clearer picture of needs and progress will emerge, and the regularized process of flowing data and information will become easier for all parties. Automation and integrated platforms should be invested in wherever possible while prioritizing flexible systems that can be used for a wide range of disaster types.

For example, certain data, including Substantial Damage Assessments, need to be reported to FEMA to determine reimbursement eligibility and while FEMA does not standardize these inputs, the City of New Orleans could set up a damage assessment portal or pre-qualify a vendor specifically related to damage assessments. See Chapter 5 for more actions related to advance procurement.

2.8 External Communications and Community Engagement

In FEMA’s Pre-Disaster Recovery Planning Guide for Local Governments, one of the eight key concepts for disaster recovery planning is that “disaster recovery planning is a broad, inclusive process.”⁴⁰ The New Orleans CRF seeks to center this concept during overall planning and encourage it during disaster-specific recovery efforts to achieve more equitable recovery outcomes. FEMA notes, “participation of all parts of the community strengthens the planning process and facilitates an equitable implementation after a disaster strikes.” Across the disaster continuum, from preparedness to mitigation, FEMA emphasizes the importance of a Whole Community approach to emergency management.

While the planning guide notes that this type of engagement “means different things to different groups,” FEMA does offer a view into how local governments should collaborate:

“A Whole Community approach attempts to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, minority and underserved or under-represented populations, and the general public, in conjunction with participation of local, tribal, State, territorial, and Federal government partners.”

For disaster recovery in New Orleans, the Recovery CAC is the first step in pursuing the Whole Community approach, creating a formal, inclusive collaborative effort across the public, private, and nonprofit sectors. Not everyone, nor every organization involved in recovery, can formally participate in the Recovery CAC, so wider stakeholder and community engagement is critical to fully adopting a Whole Community approach to disaster recovery. To this end, public engagement should be assessed regularly as part of the annual continuous improvement plan process. Please see Chapter 4, Continuous Improvement for Recovery.

The City of New Orleans commits to engage the entire community in disaster recovery, including individuals, households, businesses, and not-for-profit organizations and institutions. The strategy for this engagement will rely on existing communication channels and specially activated resources, including trained volunteers and RSF Working Group mem-

⁴⁰ FEMA (2017). Pre-Disaster Recovery Planning Guide for Local Governments. Available at: <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>.

bers. It will also rely on meaningful and ongoing assessment and improvements of community engagement activities and communications.

A central value of the CRF is that community members affected by disasters should have a voice in recovery planning, execution, evaluation, and continuous improvement efforts. Recovery from disasters will therefore require communication with and involvement of community members before, during, and after recovery processes. Establishing clear expectations for pre- and post-emergency and recovery communications will help the City achieve a fair and inclusive recovery. As part of the continuous improvement process, the City and Recovery CAC should assess how diverse voices of the community are included in recovery planning, implementation, and review.

RECOVERY COMMUNICATIONS

Communications among recovery actors, those affected by the disaster, and the public are delicate and critical. As with response, there must be clear and open lines of communication between recovery partners because conditions can change quickly, even during a long-term recovery. Regular meetings and an expectation that coordination may happen between meetings are standard during disaster recovery to ensure efficient allocation of resources and service delivery. From the end of response into the first phases of recovery, there should be weekly or bi-weekly meetings of Recovery Leadership and the RMTs. Recovery Leadership will meet with Recovery CAC representatives at least bi-weekly during this time as well.

During planning meetings with Recovery CAC members, a common theme was establishing regular communication among recovery partners because effective collaborations during disasters are often founded in strong relationships and trust. Even knowing who to expect to work with when contacting a new agency during a crisis can help expedite partner outreach.

Communicating with disaster-affected communities and the wider public is more delicate and will depend on the specific disaster and recovery conditions. Messages should demonstrate status and progress and, where possible, be actionable on the part of the recipients. The information and data received, synthesized, and presented by the Data & Accountability Leader will be invaluable during this time, but must be free of emergency management and military jargon and rooted in humanity. Recovery progress messages are not about victories—they are honest depictions of ongoing need, pathways to assistance, and human development. The Recovery Leader and Communications and Engagement RMT must consult the Recovery CAC about public messaging and amplify messages from community partners where possible and appropriate.

CONSIDERATIONS FOR ENGAGEMENT

As with disaster preparedness and response, outreach to the public on disaster recovery is critical; information on recovery resources, processes, and how to leverage them during a time which is stressful for residents is key. One of the reasons to establish a CRF for New Orleans is to improve predictability for recovery actors during the recovery process. This also applies during the plan’s implementation—all New Orleanians recovering from disaster should be furnished with information about how to leverage recovery resources most efficiently and effectively.

The City of New Orleans recognizes that disaster-impacted individuals may experience trauma, emotional impacts, and other significant barriers due to a disaster that may hinder their participation in recovery planning, delivery, and improvement efforts. Trauma is “an event or circumstance that results in physical, emotional, and/or life-threatening harm, and has lasting adverse effects on an individual’s mental, physical, or emotional health, or social and/or spiritual well-being”.⁴¹ During the recovery planning process, trauma can impact an individual’s desire to engage with officials or participate in community meetings.⁴² Disaster-impacted individuals may not experience trauma equally, and trauma can aggravate already existing inequalities or vulnerabilities among communities.

As part of the annual review and continuous improvement process, recovery engagement activities should acknowledge this and assess how a trauma-informed approach is applied to outreach, engagement, and communications. In the paper *Working with Disaster-Affected Communities to Envision Healthier Futures: A Trauma-Informed Approach to Post-Disaster Recovery Planning*, Rosenberg et al. propose several recommendations tied to six trauma-informed principles as outlined in the figure below.⁴³

TABLE 11: TRAUMA-INFORMED PRINCIPLES AND RECOMMENDATIONS

PRINCIPLE	RECOMMENDATION
Cultural, Historical, and Gender Issues	Understand historical context including community history Ensure access for all groups
Safety	Review the physical site of any client or community meetings Acknowledge trauma and provide space for sharing

41 U.S. Substance Abuse and Mental Health Services Agency (SAMHSA). (2022). Trauma and Violence. Available at: <https://www.samhsa.gov/trauma-violence>.

42 Rosenberg, H., Errett, N.A., Eisenman, D.P. (2022). Working with Disaster-Affected Communities to Envision Healthier Futures: A Trauma-Informed Approach to Post-Disaster Recovery Planning. Int. J. Environ. Res. Public Health 2022, 19, 1723. Available at: <https://doi.org/10.3390/ijerph19031723>.

43 31 Rosenberg, H., Errett, N.A., Eisenman, D.P. (2022). Working with Disaster-Affected Communities to Envision Healthier Futures: A Trauma-Informed Approach to Post-Disaster Recovery Planning. Int. J. Environ. Res. Public Health 2022, 19, 1723. Available at: <https://doi.org/10.3390/ijerph19031723>.

PRINCIPLE	RECOMMENDATION
Transparency and Trustworthiness	Actively listen and put community voices first Support community partners to facilitate communication Be candid about your role and capability
Peer Support	Support peer-to-peer interactions Promote local resources by partnering with local practitioners
Empowerment and Choice	Support active leadership by local community Provide meaningful alternatives in accessible language
Collaboration and Mutuality	Support community decision-making and visioning for long-term recovery Value community experience by building in time for input and honoring local knowledge and expertise Acknowledge that you do not have all the answers and be clear about the practitioner’s role and scope

Source: Rosenberg et al. (2022)

These principles and recommendations can guide practitioners in the recovery planning and improvement process to better understand community needs and avoid retraumatizing individuals or communities. Every simulation exercise, feedback opportunity, and communicated message should focus on creating a safe and equitable space for New Orleanians, recognizing that building trust is critical to an ongoing, good faith collaboration and a successful recovery for all.

ENGAGEMENT AUDIENCES FOR DISASTER RECOVERY

Disasters affect everyone in New Orleans, but to promote equitable recovery outcomes, specific outreach before, during, and after disasters—focused on recovery processes and resources—is critical for a wide range of special populations, including, but not limited to:

- People who belong to underserved communities of color
- People residing in neighborhoods with the highest levels of vulnerability as determined by the Social Vulnerability Index (SVI)
- Seniors
- People with disabilities
- People experiencing or at risk of homelessness
- People with Limited English Proficiency (LEP)
- Cultural community leaders
- Families

- Youth/young adults
- People who identify as LGBTQ+
- Persons who may face discrimination based on religion or national origin

FEMA developed its Equity Action Plan in 2022 to identify actions to enhance equity and positively impact underserved communities before, during, and after disasters.⁴⁴ The document identifies a few key components of successful community engagement:

- Develop targeted outreach materials to reach underserved communities
- Consider outreach materials for communities that may not have access to digital resources
- Leverage partnerships with organizations to understand specific community needs and concerns
- Connect funders and practitioners to leverage program opportunities

Recovery engagement and annual continuous improvement activities should take special consideration of key populations which may experience particular or increased vulnerability in the aftermath of disaster. Assessing how well the City and Recovery CAC are reaching these populations on recovery is integral to overall assessment of public engagement efforts and critical to ensuring a successful Whole Community approach to disaster recovery efforts.

TOPICS FOR COMMUNICATIONS AND ENGAGEMENT

Communications and engagement needs will vary depending on specific audiences, geographies, time of year, and status within the disaster continuum. However, certain topics will always be relevant and universal to help New Orleanians leverage recovery resources, better understand City and community actions, and gather information about ongoing or unmet needs. Some key topics for communication and engagement are as follows.

BUILDING AWARENESS

Educating and raising awareness among residents and businesses is critical to building the whole community's capacity to recover resiliently following disasters. Because disasters occur at all times of the years, carrying out these education and awareness activities are a year-round responsibility, and not just an annual occurrence. All regular preparedness activities will be examined to see if recovery content could be added—with the goal of preparing New Orleanians for every stage of disaster, from response to recovery to mitigation.

One of the challenges of disaster recovery is how resources and services often become available on different timelines and with different individual applicability. Unfortunately, there is no single message that will address all future recovery needs. However, building awareness of the different types of recovery resources, including federal and state funding programs, local and regional human services, and rebuilding and resilience building opportunities can

⁴⁴ FEMA. (2022) Equity Action Plan. Available at: https://www.fema.gov/sites/default/files/documents/fema_equity-action-plan.pdf.

help New Orleanians know what to anticipate during recovery. Additionally, making clear the “hierarchies” of funding (i.e., which types of funding must be used first, which must be reserved as a “last resort”) that might be available for individuals and organizations is important to setting reasonable expectations about how to approach disaster recovery at home.

ASSESSING COMMUNITY NEEDS

The City will host meetings and conversations to provide resources and identify the unmet needs of community members impacted by disasters. The Office of Neighborhood Engagement and the offices of City Councilmembers will participate in and support this outreach.

EVALUATING RECOVERY PROGRESS

The City will ensure that members of the public are able to participate in the monitoring and evaluation of long-term recovery progress. The Data & Accountability Leader, in coordination with other recovery leadership and management teams, will supply Communications and Engagement Team members with status reports for online and in-person sharing. Where possible and appropriate, communications should solicit feedback from community members as services and resources are deployed to ensure transparency.

ROLES AND RESPONSIBILITIES FOR RECOVERY COMMUNICATIONS

The City of New Orleans already has several well-developed tools and procedures for public disaster communication, namely through NOLA Ready. NOLA Ready’s SMS communication as well as social media and other immediate mass communications media are used during major event planning, incident response, and in some cases, early recovery, like in the case of applying for federal disaster assistance. While NOLA Ready’s primary mission is to deliver information about preparedness and immediate life-safety response topics, it can also include appropriate recovery-focused content, particularly when there are acute resource deadlines or overall opportunities for capacity building or process improvement.

Topical recovery messaging will be coordinated by the Communications and Outreach Recovery Management Team (CO Team), as described earlier in this chapter. The CO Team will have subject matter experts to ensure information accuracy, and the team members will coordinate with respect to how the messages are delivered and how to ensure consistency. This will foster accountability among the teams responsible for managing specific resources or delivering specific services.

The Recovery Leadership Team—the Recovery Leader, Plan Leader, and Data & Accountability Leader, will need to closely coordinate during recovery to establish a regular communications cadence and clear thresholds for messaging to avoid overwhelming the audiences’ ability to absorb new information. The RMT representatives responsible for topical content will work (in collaboration with the Office of Neighborhood Engagement and Nola Ready

when necessary) to target and tailor audiences to maximize message applicability and avoid irrelevant communications during recovery.

The City of New Orleans already maintains a variety of special communications databases across Nola Ready, the Office of Neighborhood Engagement, the Health Department, and the Office of Community Development, among others. Recovery Leadership and RMTs can expect to coordinate among each other to most effectively leverage these contact lists and databases which can help tailor relevant messages for recovery.

To facilitate strong partner communication and transparency during recovery, the City will explore other types of messaging platforms to host online group communications between internal and external recovery management actors. The more open communications channels are between official partners, the greater chance of avoiding duplication of efforts and missed opportunities.

ENGAGING THE CULTURAL COMMUNITY

Disaster recovery engagement efforts should pay particular focus to the New Orleans cultural community.⁴⁵ A 2022 FEMA pamphlet, *Guide to Expanding Mitigation: Making the Connection to Arts and Culture*, details how important cultural resources and the cultural community are for hazard mitigation and recovery.⁴⁶ The City of New Orleans shares this view and recognizes that many members of the city's cultural community are also among its most vulnerable, particularly during a disaster, and need special consideration during the recovery process. Disasters often exacerbate a pre-existing economic precarity which is particularly acute for members of the cultural community who are reliant on a seasonal tourism and performance schedule. The RSF 6 Working Group, focused on Cultural Resources, has developed a series of recommendations for the effective and deliberate engagement of this multi-faceted community moving forward. The creation of the Mayor's Office of Nighttime Economy can provide an avenue to help connect with and address the needs of the portions of the cultural community under its purview, however, the diffuse nature and lack of resources prevalent in the cultural sector mean additional levels of engagement will be needed during future disaster recoveries. This includes outreach in trusted spaces that are convenient for and important to members of the cultural community, engaging and activating existing community and cultural networks, as well as during days and times that can accommodate non-traditional work schedules. The City and Recovery CAC should carry out an annual assessment of their engagement efforts directed towards the cultural community and solicit input to help ensure the venues, messages, and communications are effectively reaching this segment of the community.

45 See definitions and existing City resources from the Office of Cultural Economy: <https://nola.gov/cultural-economy/resources/>

46 FEMA. Guide to Expanding Mitigation: Making the Connection to Arts and Culture. Available at: https://www.fema.gov/sites/default/files/documents/fema_mitigation-guide_arts.pdf.

2.9 Hypothetical Recovery Operation Scenarios

The Disaster Recovery Framework is designed to be flexible and scalable and deliberately does not predetermine who or which department should fill roles. Each disaster and each disaster recovery are different, so different people or organizations might be most appropriate for different scenarios.

The following hypothetical scenarios are intended to illustrate different scales and scopes of disaster and examples for how leadership positions will be filled and support capacity will be activated, while leveraging the same Disaster Recovery Framework. Chapter 4 describes the continuous improvement process whereby annually recovery leaders will review critical recovery capacities and seek to pre-determine leadership and management roles for the following year to minimize confusion during the post-disaster period. These examples should be revisited through that process to determine predictable organizational structures for different disaster scenarios.

SCENARIO TYPE 1: MAJOR DISASTER RECOVERY

Example: A major hurricane strikes New Orleans, leaving most of the city without basic utilities for days or weeks; storm surge and heavy rains put extreme pressure on water management infrastructure, causing lasting damage to equipment and systems; high winds damage homes and businesses; an evacuation order was considered but not necessarily issued; unmet recovery needs are not immediately known and will likely persist for months or years.

RECOVERY LEADER

Due to the major scale and scope of disaster, dedicated leadership will be necessary. The Recovery Leader in this scenario will be an executive-level position embedded in a Recovery Office in the CAO/ Mayor's Office supported with staff members dedicated to coordination of RMTs, the Recovery Community Advisory Committee, and Community Partners as well as reporting progress and seeking additional external recovery resources. If an internal candidate is hired into this role, backfilling their previous position is critical to ensure dedicated capacity for recovery management. Ideally, this role is filled before the disaster response period concludes.

DATA & ACCOUNTABILITY LEADER

OPA manages public data access and display and collaborates with ITI to analyze disparate datasets, normalizing for consistency and usefulness in operations.

RECOVERY MANAGEMENT TEAMS

All RMTs are activated at full capacity with City Hall and other public agency members performing recovery duties in collaboration.

RECOVERY COMMUNITY ADVISORY COMMITTEE

All RSF Working Groups are activated for advisory and service delivery roles indefinitely.

SCENARIO TYPE 2: MINOR DISASTER RECOVERY

Example: A slow moving low-pressure system produces heavy rainfall for 24-36 hours, causing immediate flooding across half the city with lingering floodwaters across a quarter of the city for 24 hours, damaging homes, businesses, and infrastructure; unmet recovery needs are predictable but will likely persist for weeks or months.

RECOVERY LEADER

Dedicated recovery position embedded in the Hazard Mitigation Office to easily interface with other disaster management leaders, including responders and the Hazard Mitigation Administrator. If an internal candidate is hired or detailed into this role, backfilling their previous position should be prioritized to ensure dedicated capacity for recovery management.

DATA & ACCOUNTABILITY LEADER

OPA manages public data access and display and collaborates with ITI to analyze disparate datasets, normalizing for consistency and usefulness in operations.

RECOVERY MANAGEMENT TEAMS

All four RMTs are activated with collaboration across departments and agencies until the Recovery Leader orders a rollback to only primary departments or agencies.

RECOVERY COMMUNITY ADVISORY COMMITTEE

All RSF Working Groups are activated as advisory partners providing information and data based on advisory partners providing information and awareness based on what they are seeing on the ground in the community during service delivery roles. It is likely that the RSF Working Groups covering housing and economic recovery will continue operating throughout the duration of recovery and others might need to address ongoing needs.

SCENARIO TYPE 3: ACUTE DISASTER RECOVERY

Example: An EF-3 tornado touches down in a primarily residential neighborhood like Gentilly or New Orleans East, damaging and destroying homes in a relatively concentrated area; unmet recovery needs exist but are known.

RECOVERY LEADER

A Subject Matter Expert internal hire or contracted external partner with experience with the disaster type, such as a housing expert from NORA or a social services expert from a regional or national NGO.

DATA & ACCOUNTABILITY LEADER

External data partner, such as the Data Center or ViaLink, depending on the need for longitudinal context or case management prioritization. If services need to be procured for this, pre-positioned contracts or pre-qualified vendors need to be in place.

RECOVERY MANAGEMENT TEAMS

All four RMTs are active, but with fewer departments performing recovery tasks. Only primary and perhaps secondary members are active within each Team.

RECOVERY COMMUNITY ADVISORY COMMITTEE

RSF 1: Planning and Capacity Building, RSF 4: Housing, and RSF 5: Infrastructure and Natural Systems are fully activated to advise on how to address unmet housing and infrastructure needs equitably and sustainably.



CHAPTER 3:

**RECOVERY
GOALS,
METRICS, AND
INDICATORS**

**COMPREHENSIVE
RECOVERY FRAMEWORK**

3.1 Overview

Two of the primary purposes of the Comprehensive Recovery Framework (CRF), as outlined in the Introduction, are to:

1. Establish recovery as a distinct phase of disaster management for the City of New Orleans and its partners, and
2. Document goals and metrics for recovery progress before a disaster and provide a framework for continuous improvement efforts.

These purposes are closely related and support each other. To approach recovery in a manner distinct from response and mitigation, creating a set of goals and visions for community recovery is important. Disaster recovery is complicated, in some cases because the ideal outcomes of a community recovery can look very different from place to place or group to group. After a disaster response concludes and immediate life safety operations are over, diverse paths to recovery across many service areas begin.

Understanding the needs of residents and measuring recovery progress are critical to helping people recover as quickly and efficiently as possible. Having standardized metrics and indicators helps enable transparent data reporting, which also improves accountability among the Recovery Management Teams (RMTs) and Recovery Leadership. The metrics and indicators identified in the CRF are a starting point across the six Recovery Support Function (RSF) areas; each disaster-specific recovery effort may necessitate the use of new or more specific metrics. Metrics and indicators, along with their respective outcome goals, will form the foundation of CRF institutionalization efforts across the public sector and among community implementation partners. The RSF structure, including each functional area's lenses for a successful and measurable recovery, should be leveraged when seeking resources to build out capacities during and outside disaster recovery periods.

The RSF structure is used during recovery because of the wide-ranging needs of communities, the decentralized nature of resource availability, and the specific subject-matter expertise helpful in navigating recovery processes. Consequently, each RSF will have its own purpose, special considerations, goals, and metrics to track progress during disaster recovery. This chapter summarizes the initial development of these characteristics for each RSF and establishes a framework for ensuring that the City's core values of equity and sustainability

and resilience are centered as each RSF's goals are pursued through recovery.

Over the course of a nine-month planning process in 2021 and 2022, the members of the City Core Planning Team and the inaugural members of the Recovery Community Advisory Committee (CAC) met to discuss goals, metrics, and indicators of recovery within each RSF. The Recovery CAC is comprised of six RSF Working Groups: Community Planning and Capacity Building, Economic Recovery, Health and Social Services, Housing, Infrastructure and Natural Systems, and Cultural Resources. Each RSF is supported with a working group made up of a wide range of partners, agencies, and stakeholders for the duration of the planning process.

3.2 General Recovery Recommendations

During Phase 3 of the CRF planning process, RSF Working Group members discussed final recommendations and metrics, documented Recovery CAC and RSF Working Group processes and capacities for activating post disaster, and established a Disaster Recovery Framework for the Recovery CAC. The following recommendations were identified by RSF Working Groups during the CRF process.

GENERAL RECOVERY RECOMMENDATIONS

1. The City will coordinate ongoing, annual activation practice exercises for the Recovery CAC. These could also serve to keep the membership roster and networks up-to-date.
2. Create an incident-specific recovery needs assessment and share findings, largely with Recovery CAC groups, even those that might not be “activated” for the recovery.
3. Build capacity for recovery by providing for pre-positioned disaster case management services to assess individual and family recovery needs and facilitating centralized reporting and tracking of recovery needs.
4. Where possible, the City will seek to leverage and support existing networks and institutions in recovery plans and programs.
5. Establish sustained funding, prepositioned contracts, and agreements.
6. Leverage the Disaster Recovery Framework to collect data and report on the status of recovery metrics. Monitor general wellness indicators in relation to pre-disaster levels, by geography and by special needs communities.
7. Encourage adoption of updated building code practices and measure use of new codes, such as elevation requirements, wind speed standards for windows and roofs, and energy efficiency upgrades.
8. Community members may be impacted differentially and have different needs and capacities during recovery. Develop accessible communications and planning processes that account for the digital divide, non-traditional schedules (outside of normal daytime working hours), and other differences in the capacities of community members to participate in recovery planning.

RECOVERY CAC AND RSF ACTIVATION PROCESS AND CAPACITY

1. The decision to activate the Recovery CAC and RSF Working Groups ultimately rests with City leadership. The City’s alert and notification system will be used to notify and activate the Recovery CAC during the response phase, when other forms of communication may experience challenges. The City will assist RSFs to get coalitions together to act as recovery hubs.
2. On being called to activate, the City will provide clear communications to the Recovery CAC regarding recovery leadership and decision-making.
3. The City will work with the RSF Working Group members to leverage existing networks and structures, such as the Long-Term Recovery Group.

4. Community-based organizations will be encouraged to pass along recovery information through their contacts with clients and the public and report back needs to recovery leadership.
5. The City will proactively put in place standard operating procedures and memorandums of understanding that outline contributions and expectations. Outline structural synergies for collaborative resource mobilization prior to disaster.
6. Activation of the Recovery CAC will be based on when response and initial recovery steps end. Emergency Operations Centers can transition to Recovery Operations Centers after response concludes.
7. RSF Working Group members may be impacted by a disaster. Recovery management will account for these impacts and tailor recovery programs as needed.

3.3 Progress Reporting During Recovery

Recovery progress reporting is an integral part of documenting challenges and successes for continuous improvement. During an active disaster recovery, this is even more important because it affords the City and its partners the opportunity to learn based on real-world experiences with local context.

INTERIM PROGRESS REPORTING DURING RECOVERY

While it is a challenge to maintain capacity during disaster recovery, it is important that progress is reported across sectors regularly and challenges are documented for future improvement planning. City Recovery Leadership and Management are responsible for maintaining updated documentation of challenges and successes during recovery in addition to regular reporting of service delivery data. The Data & Accountability Leader will release quarterly recovery progress reports to include:

- Relevant data on services provided
- Funding and resources
- Partners involved
- Policies and procedures identified for improvement

The audience for these progress reports includes all actors in the organized recovery, including City departments and external partners as well as the public. These quarterly reports will also serve as reminders to all interested parties to continue to document challenges and identify areas for improvement throughout recovery (See Chapter 4 for more information about inclusion in an improvement plan).

RECOVERY COMMUNITY ADVISORY COMMITTEE

The Recovery CAC is responsible for capturing data and information from RSF Working Group members as well as other local, member-led recovery collaborations such as the Long-term Recovery Group (LTRG). The Recovery CAC Co-Chairs will work with RSF Working Groups to submit standardized quantitative data and qualitative progress reports to the Data & Accountability Leader for inclusion in the City's quarterly progress reports throughout recovery as discussed in Chapter 2.

The Recovery CAC will also be responsible for documenting challenges and successes to help identify opportunities for improvement across the domains of:

- Efficiency (service delivery)
- Equity
- Sustainability and Resilience

Building off the goals, metrics, and outcomes identified by the Recovery CAC during the CRF planning process and above, the Recovery CAC will use lessons learned through each recovery period to guide the annual review and continuous improvement process, as described in Chapter 4. Ultimately, these identified opportunities will be shared annually at the formal convening of the City and Recovery CAC for inclusion in an improvement plan.

AFTER-RECOVERY REPORTING

When Recovery Leadership and the Recovery CAC Co-Chairs agree that it is time to transition out of recovery activation, it is important to formally review recovery outcomes and use them as an opportunity to identify areas for improvement. This review will be done as quickly as possible after recovery activation ends to accurately capture experiences of City and external partners.

City Recovery Leadership will lead a debriefing or after-action session (or series of sessions if necessary) with RMTs and Recovery CAC members to document challenges and successes during disaster recovery. This documentation will be used to inform the next continuous improvement plan for recovery. See Chapter 4 for more details about the continuous improvement process.

3.4 Value-Based Metrics

Equity and sustainability and resilience are foundational to recovery. In Phase 2 of the CRF planning process, Working Group members were asked to think about how equity and sustainability and resilience should be integrated into recovery activities, and how recovery activities can be responsive to long-standing and pre-existing inequities and sustainability issues. For the CRF planning process, the following definitions were used:

Equity: An equitable government acts with purpose to achieve just and fair inclusion, leveraging power and resources to dismantle institutional racism and all forms of discrimination wherever they exist. Equity is achieved when identity, status, and ability no longer predict a person's quality of life in our city.

Sustainability and Resilience: Meeting the needs of current and future generations without compromising the ecosystems upon which they depend and enabling communities to survive, adapt, and grow despite the chronic stresses and acute shocks they experience. For New Orleans, this also means a commitment to lowering greenhouse gas emissions, the primary cause of global warming and climate change. These emissions largely derive from the energy we use, how we transport ourselves and our goods, and the decomposition of our waste.

Working Group members discussed how equity and sustainability and resilience are integrated into their work and how these concepts can be addressed in recovery activities and metrics. The following takeaways offer a summary of equity, sustainability, and resilience considerations identified during the CRF planning process. Themes identified include community considerations towards equity and resilience, equitable planning and communication practices, and data opportunities focused on equity, sustainability, and resilience.

COMMUNITY CONSIDERATIONS

1. Recovery planning will account for the differences in pre-disaster vulnerabilities and disaster impacts, including functional and access needs, to allocate resources to the most-vulnerable and most-impacted.
2. The recovery planning process will address cultural sensitivity and seek representation from traditional cultural practices.

PLANNING AND COMMUNICATION

1. Recovery planning will ensure there is equitable access to information, including digital equity, accessible meeting formats, and transparent decision-making.
2. Resilience of the recovery workforce has been a challenge in prior disaster operations. The recovery organization must plan for preventing staff and volunteer burnout, including making sure the families and homes of responders aren't neglected.
3. Proactive planning during steady state periods can pay dividends during recovery by ensuring roles, responsibilities, and lines of communication are already established. Allow participants to identify potential needs and gather information and resources in advance, so stakeholders aren't scrambling during disaster.
4. A broad outreach and communication strategy is important to ensure vulnerable communities get the recovery information they need. Messaging will be delivered in a way that overcomes barriers and reaches communities with the greatest needs.
5. Leverage existing networks and organizational structures to provide continuity pre- and post-disaster. For example, the Neighborhood Navigators program can be used to improve disaster case management.

DATA OPPORTUNITIES

1. A data-driven approach can be useful to identify focus areas. Information such as the CDC's Social Vulnerability Index (SVI) can help discern areas of need that might otherwise be overlooked.
2. Consider an inclusive needs assessment; ask those most affected by a disaster what their needs are.

During Phase 2 of the CRF planning process, the Working Groups were also asked to consider specific outcomes and metrics related to equity and sustainability and resilience. The following metrics and indicators were derived from those conversations and should be used as a starting point for honing future measurement of recovery progress.

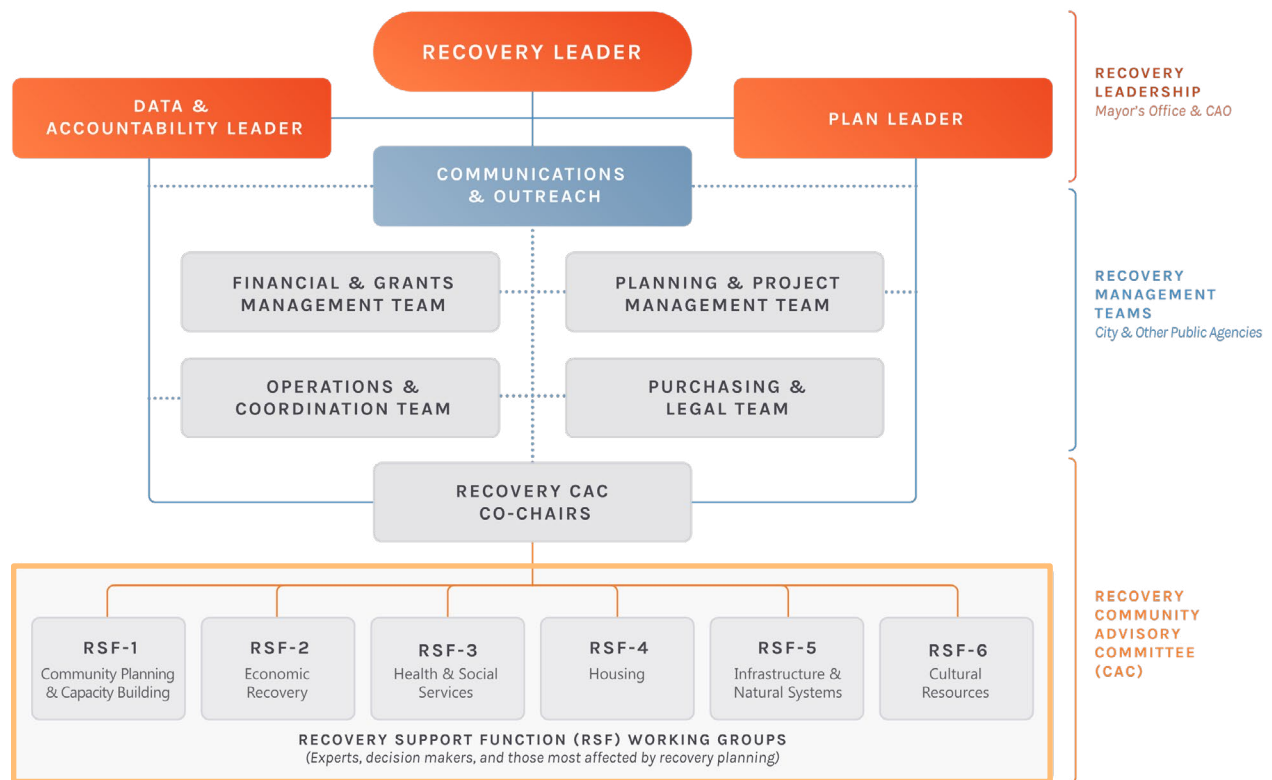
TABLE 12: EQUITY AND SUSTAINABILITY AND RESILIENCE METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
<p>Outcome #1: Access to recovery resources pre- and post-disaster is equitable and prioritizes communities in need</p>	<ul style="list-style-type: none"> a. Percent of communications materials provided in multiple languages and formats to meet needs around Language Accessibility and the Digital Divide (target 100%) b. Outreach or resource distribution events targeted to vulnerable populations or neighborhoods as identified by SVI data c. Portion of recovery resources going to low-income or disadvantaged households d. Number of Emergency Resource Centers open e. Number of utilities with fees or shutoffs suspended f. Length of time for the permit process for rebuilding in hardest hit neighborhoods
<p>Outcome #2: Recovery practices consider sustainability and resilience and the long-term impact of development</p>	<ul style="list-style-type: none"> a. Number of permanent housing units rebuilt to a higher standard of risk reduction and energy efficiency b. Percent of recovery investments going to underserved communities, prioritized by Social Vulnerability Index (SVI) scores. c. Number/percentage of homes incorporating green infrastructure, improved energy efficiency, or hazard mitigation elements into repairs d. Recovery infrastructure projects incorporating improvements to sustainability, energy efficiency, and/or climate resilience

3.5 RSF Working Group Goals and Metrics

The following section outlines the lenses that each RSF will use to measure progress during recovery, with examples of key considerations for approaching recovery actions as well as goals, metrics, and indicators where possible. Most of the desired outcomes, metrics, and indicators listed below were identified as part of the CRF planning process during meetings of each RSF Working Group. The details of these frameworks for each RSF should be revisited at least annually as part of the continuous improvement process detailed in Chapters 4 and 5. The metrics and indicators detailed below were derived from the RSF Working Group discussions held during the CRF planning process as well as consultations with disaster recovery subject-matter experts.

Figure 17: Disaster Recovery Framework – RSF Working Groups



Not all recovery functions, especially service delivery, can be centralized in the City government structure, so focusing on how to leverage, coordinate, and consolidate expertise and capacity among multi-sector RSF Working Group members is key to delivering efficient, equitable, and sustainable and resilient recovery support to all New Orleanians.

RSF 1: COMMUNITY PLANNING & CAPACITY BUILDING

PURPOSE

The RSF 1: Community Planning and Capacity Building Working Group coordinates resources and builds capacity across organizations to develop and implement disaster-specific recovery plans. During disaster recovery operations, the RSF 1 Working Group supports operations by coordinating communication, information gathering, needs assessments, and evaluation of recovery metrics across functional areas. The coordinating role of RSF1 is crucial to ensure a holistic and strategic approach to recovery. The RSF 1 Working Group can help troubleshoot issues with capacity and resource availability during recovery operations and provide key input to recovery leadership on evolving needs and priorities.

Through the CRF planning process, the RSF 1 Working Group developed the following key considerations, goals, and indicators:

KEY CONSIDERATIONS

- **Communication:** Constant contact before, during, and after recovery is critical; start (or continue) relationship building to develop, strengthen and maintain essential relationships.
- **Targeted recovery:** Every street and community is different. Recovery should be tailored to address the needs of impacted communities.
- **Collaboration:** Establish a process for identifying and institutionalizing efforts at cross-departmental collaboration. Look to existing examples of successful cross-departmental collaboration in the City, such as the COVID-19 task force and Joint Infrastructure Coordination Center.

GOALS

1. Support a speedy return to steady state operations, minimizing the length of disaster-related disruptions. Restore critical infrastructure and services.
2. Support a resident-centric approach to disaster recovery. Use education and communication to create transparency around recovery decision-making and resource allocations. Make recovery planning and recovery processes accessible to the whole community by addressing physical, technological, language, and cultural competency barriers to participation.
3. Facilitate collaboration and capacity building across agencies, jurisdictions, and public-private sectors. Improve coordination between partners to support long-term case management.
4. Use data-driven decision making to drive transparency and continuous improvement in disaster plans and operations.

TABLE 13: RSF 1 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
Outcome #1: Return to normal or “blue-sky” operations (short-term recovery).	a. Number of residents who have consistent access to resources that meet all basic needs (e.g., food, water, shelter, etc.) b. Number of Response and Recovery workforce members at each stage of recovery, from short-term to long-term c. Hours of operation for businesses, number not experiencing supply-chain disruptions d. Amount of time to shift from disaster survivor assistance registration to case management
Outcome #2: Incorporate resilience into reconstruction efforts (short- and long-term recovery).	a. Number of blue tarps replaced by fortified roofs b. Number of residents seeking access to health and human services c. Number of rebuilding permits filed with the City
Outcome #3: Establish honest communication and transparent, data-driven decision making (short- and long-term recovery).	a. Number of outreach communications before, during, and after an event b. Number of individuals who have interacted with an outreach resource
Outcome #4: Align long-term recovery with New Orleans’ Master Plan and build community capacity to adapt to post-disaster change (long-term recovery).	a. Number of redevelopment efforts that align with the goals of the Master Plan b. Number of community organizations engaged in long-term recovery c. Number of new building permits

RSF 2: ECONOMIC RECOVERY

PURPOSE

The RSF 2: Economic Recovery Working Group integrates the expertise of local government and the private sector to sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident.

Recovery efforts need to address economic damages on multiple scales, including individuals and households, businesses and organizations, and community wide. The Disaster Recovery Framework should be used to identify needs and use a continuous improvement process to refine policies and realign resources to meet the identified needs.

Through the CRF planning process, the RSF 2 Working Group developed the following key considerations, goals, and indicators:

KEY CONSIDERATIONS

- **Measuring recovery:** Reframe the recovery planning process to focus on people, not institutions or organizations, when measuring recovery. Identify communities in need and ensure resources are provided to strengthen recovery.
- **Communication planning:** Establish a defined process for public engagement and outreach prior to and during recovery. Prepare people and businesses ahead of time to participate in and rehearse a telecommunication system outside of phones/internet to transmit key information.
- **Reaching excluded workers:** Consider targeted outreach strategies that are appropriate for hard-to-reach individuals. Lack of documentation, language and trust barriers, and formal business licenses make traditional methods for identifying and reaching people in need of assistance inadequate.
- **Leverage existing programs:** Include in the recovery plan known programs (e.g., Small Business Administration loans, workers' compensation, unemployment, Supplemental Nutrition Assistance Program (SNAP), Disaster Supplemental Nutrition Assistance Program (D-SNAP), etc.) and identify program challenges and potential workarounds or opportunities to address unmet needs.
- **Business retention:** Economic development is an important component of a successful recovery, and major employers in New Orleans will be included in an outreach and engagement strategy to bolster and expand local businesses through long-term recovery. Business retention and expansion in the city will strengthen the return of the tourism industry, a main driver of the New Orleans economy, post-disaster.

GOALS

1. Enhance the ability of the Mayor's Office of Economic Development to steward and coordinate the Disaster Recovery Framework together with community partners.
2. Support local government, non-profits, and the private sector to develop an outcomes-oriented, collaborative strategy that supports a rapid and equitable recovery of the regional economy.
3. Retain and expand local businesses during long-term recovery as an economic development strategy.

TABLE 14: RSF 2 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
<p>Outcome #1: Residents and independent business owners hold key leadership roles and are significantly relied upon—and provided resources—to supply services and products during recovery (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Percent of City of New Orleans recovery services contract earned by Louisiana-based firms b. Percent of City of New Orleans recovery services contract earned by Orleans Parish-based firms as permitted by federal funding sources c. Percent of City of New Orleans recovery services contract earned by Disadvantaged Business Enterprises
<p>Outcome #2: A robust communication network for business owners and their employees has been established, supported, rehearsed, and given significant resources to distribute essential information even offline (short-and long-term recovery).</p>	<ul style="list-style-type: none"> a. Percent of businesses registered for citywide emergency communications network b. Percent of workers registered for citywide emergency communications network
<p>Outcome #3: The most vulnerable New Orleanians are provided the greatest resources as measured by wages or direct payments (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Dollar value of direct aid paid to low-income residents/households b. Percent of low-income residents/households receiving direct aid
<p>Outcome #4: Major employers have the resources they need for recovery and are not in danger of relocation or closure (short-term recovery).</p>	<ul style="list-style-type: none"> a. The number of companies that express their intention to stay in the community post-storm. Monitor for Worker Adjustment and Retraining Notification (WARN) notices; the WARN Act requires employers to give notice to affected employees before a plant closing or mass layoff.⁴⁷
<p>Outcome #5: Small businesses have the resources they need to reopen and are not in danger of closure (short-term recovery).</p>	<ul style="list-style-type: none"> a. Number of small business closures b. Number of job openings c. Unemployment rate
<p>Outcome #6: Local tourism rebounds and increases during long-term recovery (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Visitor arrivals b. Tourism industry employment

⁴⁷ U.S. Department of Labor. WARN Act Compliance Assistance. Available at: <https://www.dol.gov/agencies/eta/layoffs/warn>.

RSF 3: HEALTH AND SOCIAL SERVICES

PURPOSE

The RSF 3: Health and Social Services Working Group convenes stakeholders with responsibilities for or interest in the post-disaster restoration of health and social services infrastructure in the New Orleans area. Drawing from the whole community, the Working Group invites representatives from government agencies, community organizations, and volunteer groups to offer their expertise and input toward the development of the CRF.

Through the CRF planning process, the RSF 3 Working Group developed the following key considerations, goals, and indicators:

KEY CONSIDERATIONS

- **Equity:** Recognize that different communities and individuals have different levels of need prior to and during the recovery period. Disaster recovery interventions in health and social services must keep in mind the individual and actively work to build equitable policies and programs and dismantle barriers to accessing services.
- **Resource access:** Understand baseline metrics of who is accessing what resources, and where gaps exist at the time of a disaster, as well as what entities generally provide resources.
- **Collaboration:** Consistent and clear communication and collaboration between health and social services organizations is required in the disaster recovery process. Not one sector or organization can do recovery alone, and it requires open two-way communication with the people most impacted by the event.
- **Mental health:** Build on and enhance existing mental health support and resources. There are limited resources to address mental health in blue skies and previous traumatic experiences may inhibit participation with health and social services disaster recovery opportunities.

GOALS

1. Restore healthcare, public health, education, and social services functions.
2. Improve the resilience and sustainability of the healthcare system, education system, and social service capabilities (and their communications networks) to promote the independence and well-being of community members in accordance with the specified recovery timeline.
3. Focus on populations receiving up-to-date and relevant information about recovery assistance. Ensure messaging is culturally appropriate and effective even for those with limited or no access to internet.
4. Provide resources for individuals and communities to recover faster, particularly within vulnerable populations. Understand how long it takes for people to return to a steady state, disaggregated by focus populations.
5. Implement efforts to coordinate across departments, agencies, and organizations. Measure success of coordination mechanisms across actors to ensure a holistic set of recovery activities are offered.

TABLE 15: RSF 3 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
<p>Outcome #1: Behavioral health needs are met (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Number of people accessing behavioral health and mental services in the community for 5 years following a disaster b. Number of providers who are accepting new clients during the recovery period c. Number of outreach events (canvassing, resource fairs, etc.) to inform residents of available resources d. Number of people engaged in recovery efforts that report having access to and utilizing mental health resources
<p>Outcome #2: Ensure all students are getting their educational needs met (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Graduation rates in Orleans Parish for 5 years post-disaster b. Enrollment numbers in local schools c. Percent change in school testing scores for 5 years post-disaster
<p>Outcome #3: Ensure all residents have their disaster recovery health and social service needs met (short- and long-term recovery).</p>	<ul style="list-style-type: none"> a. Number of 911/211/311 calls (and/or other call centers activated to support recovery) tracked related to health and social service needs b. Number of social service cases and amount of time to resolve cases c. Leverage City of New Orleans Quality of Life indicators to match community and City targets⁴⁸ d. Change in crime rate after disaster and during long-term recovery

RSF 4: HOUSING

PURPOSE

The RSF 4: Housing Working Group convenes stakeholders with responsibilities for or interest in the post-disaster restoration of housing supply and habitability in the New Orleans area.

Through the CRF planning process, the RSF 4 Working Group developed the following key considerations, goals, and indicators:

⁴⁸ See <https://datadriven.nola.gov/results/quality-of-life/> for more information about the City of New Orleans' Quality of Life indicators.

KEY CONSIDERATIONS

- **Housing as a social determinant of health:** Ensuring that all residents have access to safe housing is critical to reducing health disparities and improving resilience of the city. Build back safer, stronger, and more affordable housing for a healthier city.
- **Housing affordability:** Housing affordability is inextricably tied to disaster recovery. Existing affordable units must be preserved, and new affordable units must be added.
- **Housing access:** Housing access and quality impacts a household’s ability to recover from disaster. Safe housing is intertwined with an individual’s health, well-being, access to resources, social support, and economic opportunity. Establish housing navigators and have them set up from the beginning to consolidate where services can be accessed.
- **Housing recovery management:** Establish a policy and procedure for collecting, validating, and using crowd-sourced housing information from the community during the recovery process.

GOALS

1. Strengthen building codes to ensure buildings are more resilient to disaster and have a lower carbon footprint.
2. Ensure all residents displaced by disaster are provided the resources they need to return to the city should they choose to. Aim for no population loss.
3. Ensure all affordable units are brought back as affordable units. Ensure new affordable units are added in proportion to residents’ need.

TABLE 16: RSF 4 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
<p>Outcome #1: City assesses impact of disaster on housing, displacement of residents and begins coordinating recovery efforts (short-term recovery).</p>	<ul style="list-style-type: none"> a. Number of homes assessed with disaster-related damage b. Number of households registered for FEMA assistance c. Outreach events (canvassing, resource fairs, etc.) conducted to inform impacted residents of available assistance

OUTCOMES	METRICS/INDICATORS
<p>Outcome #2: Impacted residents have access to needed repairs in order to make damaged homes safe and habitable again (short-term recovery).</p>	<ul style="list-style-type: none"> a. Number/percentage of homes mucked/gutted and prepared for repair b. Number/percentage of homes treated for mold c. Number/percentage of homes repaired/rebuilt d. Number/percentage of blue roofs installed e. Number/percentage of Crisis Cleanup requests addressed⁴⁹
<p>Outcome #3: Displaced residents successfully transition from emergency shelters to temporary housing, to permanently returning home (long-term recovery).</p>	<ul style="list-style-type: none"> a. Number of people staying in emergency shelters b. Number of people in temporary housing (i.e., hotels, trailers, etc.)⁵⁰ c. Occupancy rate for disaster-impacted properties which have been restored to occupancy
<p>Outcome #4: Rental and owner-occupied housing market is stable. (long-term recovery).</p>	<ul style="list-style-type: none"> a. Percent change in rental costs throughout recovery b. Percent change in residential vacancies throughout recovery c. Percent change in median price of housing real estate to ensure affordability

RSF 5: INFRASTRUCTURE AND NATURAL SYSTEMS

PURPOSE

The RSF 5: Infrastructure and Natural Systems Working Group convenes stakeholders with responsibilities for or interests in the post-disaster recovery of key local infrastructure and public and private utilities, including lighting, sewer, water, roads, and bikeways as well as natural systems like coastlines and water bodies, parks and greenways, wildlife habitats, and other ecosystems. New Orleans’ extensive and growing green infrastructure network will be monitored for performance throughout recovery to ensure high-capacity, reliable infrastructure and sufficient maintenance to preserve it. New Orleans’ expansive natural areas, including parks, bayous, forests, and swamps will be monitored for ecosystem health and recovery after disaster, focusing on indicators of biodiversity and water quality.

Through the CRF planning process, the RSF 5 Working Group developed the following key considerations, goals, and indicators:

⁴⁹ See <https://www.crisiscleanup.org/about> for more information about Crisis Cleanup.

⁵⁰ See FEMA open data sets for more examples of housing metrics, including data typically collected as part of the Individual Assistance (IA) registration process: <https://www.fema.gov/about/openfema/data-sets>.

KEY CONSIDERATIONS

- **Communication:** Establish accountability and develop public trust through honest and open lines of communication about the status of critical infrastructure during recovery. Use a variety of communication tools to keep residents informed about the status of public and private utilities during recovery.
- **Equity and sustainability and resilience:** Identify deficiencies in public and private utilities and infrastructure quality and access across neighborhoods and communities—especially vulnerable neighborhoods. Track and assess residents’ needs during steady state conditions to understand the equity and sustainability and resilience implications for recovery.
- **Collaboration:** Look to tools and systems already in place for examples of successful collaboration, such as networks with neighborhood associations, or the success of Nola Ready. Consider leveraging these practices to establish something similar that focuses solely on recovery.

GOALS

1. Foster relationships and facilitate communication and collaborative planning between infrastructure agencies, natural resource groups, response partners, and the public.
2. Integrate disaster mitigation efforts and recovery planning into steady state infrastructure operations and discussions wherever possible.
3. Promote efforts to build back better. Advocate for rebuilding or restoration activities that improve the sustainability and resilience of infrastructure and natural systems. Incorporate lessons learned from previous disasters.
4. Ensure that restoration of infrastructure applies equitably to all residents and areas of the city. No neighborhoods or populations should be “left behind” in the recovery process.
5. Promote adequate management of natural areas and nature-based solutions/infrastructure that promotes healthy environments and high-performance infrastructure.

TABLE 17: RSF 5 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
<p>Outcome #1: Transportation links are restored to facilitate response and recovery efforts, access to services. (short-term recovery).</p>	<p>a. Roadways cleared of obstruction from downed trees, utility lines, debris</p> <p>b. Number of highways, bridges, overpasses, or underpasses closed</p> <p>c. RTA routes shut down, redirected, or with limited service</p>

OUTCOMES

METRICS/INDICATORS

Outcome #2:

Utilities and public services are restored to the whole community and post-disaster cleanup completed. (short- and long-term recovery).

- a. Number of utility customers without electricity, expressed across categories including critical infrastructure (e.g., hospitals, nursing homes, community centers), resource access (i.e., grocery stores, gas stations), and other residential and commercial customers
- b. Sewerage and Water Board of New Orleans power and pump status, reported daily
- c. Neighborhoods under boil water advisory or without water/sewerage service
- d. Extent of cellular and/or internet service outages
- e. Debris removal progress
- f. Neighborhoods with suspended or limited trash pickup

Outcome #3:

Public facilities and infrastructure are repaired and able to return to normal operations (short-term recovery).

- a. Status (closure, limited hours or services) of government offices such as city hall, courts, state/federal offices
- b. Number of schools closed and/or operating virtually
- c. Number of public recreation facilities (libraries, recreation centers, parks, etc.) closed

Outcome #4:

Natural resources are preserved and protected in a sustainable, resilient manner (long-term recovery).

- a. Percent change in usage of outdoor recreation facilities
- b. Rate of restoration of natural areas, including wildlife habitats, designated as stabilized or protected as determined by professional naturalists

RSF 6: CULTURAL RESOURCES

PURPOSE

The RSF 6: Cultural Resources Working Group members represent public agencies, academia, cultural venues, artists and practitioners, and historic preservationists. By bringing together representatives from the city’s diverse cultural community, the Working Group aims to engage with communities, businesses, and institutions to enhance recovery planning, continuity planning, and readiness for future disasters. Recovery of the cultural resources of the city is interdependent with recovery of housing, health and human services, infrastructure, and the economy.

Through the CRF planning process, the RSF 6 Working Group developed the following key considerations, goals, and indicators:

KEY CONSIDERATIONS

- **Grassroots participation and reach:** Involve community members including musicians, artists, social aid and pleasure club members, Black Masking Indians, etc., as well as community cultural organizations, non-profits, and neighborhood cultural businesses/spaces.
- **Cultural institutions and historic structures:** Involve larger-scale institutions with permanent spaces (e.g., Ashé, Jazz and Heritage Foundation, Contemporary Arts Center, etc.) to serve as key sites for recovery planning and service delivery, as well as support to maintain those important spaces. Identify historic buildings and other places of historical, cultural, and spiritual significance to focus on preservation as safe spaces for cultural practices and production.
- **Communication:** Communication is crucial for disaster recovery and will require community and informal connections, but it is also one of the biggest challenges in this RSF.
- **Recovery needs:** Many of the needs of the cultural community during disaster recovery are the same as needs pre-disaster, just amplified. Facilitate or provide funding and/or technical assistance to preserve, restore, and rehabilitate cultural resources, institutions, and businesses. Work to leverage recovery efforts into year-round support, focusing on the irreplaceable role of the cultural community in New Orleans.

GOALS

1. Prevent loss of irreplaceable cultural heritage collections. Coordinate resources to preserve and restore damaged collections at libraries, museums, and other collections and support historic preservation during rebuilding.
2. Support culture bearers, artists, arts venues, and cultural economy workers in recovery. Conduct targeted outreach and organizing to culture bearers. Leverage existing networks to provide culturally competent support.
3. Develop strategies to help affected communities gain access to existing support and provide technical assistance to develop additional recovery networks based on cultural and community connections.
4. Coordinate the sharing of metrics and indicators data to understand recovery needs and ensure an equitable recovery process.

TABLE 18: RSF 6 METRICS AND INDICATORS

OUTCOMES	METRICS/INDICATORS
Outcome #1: Venues, indigenous traditions, cultural institutions, and other businesses can return to normal operations/practices	a. Number of venues reopened, number of weekly gigs, DJs who have returned to WWOZ b. Time duration of closures c. Number of Social Aid and Pleasure Club members and Black Masking Indians who have returned to the city
Outcome #2: Museum collections and assets are safe	a. Number of damaged resources reported b. Number of cases opened and closed by preservationist response networks
Outcome #3: Individuals can return safely within a reasonable time frame	a. Workforce housing recovery – availability of permanent affordable housing b. Transportation, health services, utilities, etc. are functioning to protect the most vulnerable



CHAPTER 4:

CONTINUOUS IMPROVEMENT FOR RECOVERY

**COMPREHENSIVE
RECOVERY FRAMEWORK**

4.1 Overview

One of the key features of applying the Incident Command System (ICS) during disaster response is its iterative nature, where actions are taken, after-action reporting is conducted, and an improvement plan is developed to establish any necessary corrective actions. Relatedly, one of the main goals of organizing disaster management into a “cycle” is to be able to visualize improvement over time. The next time a disaster occurs, if the process is reviewed and lessons learned are applied, the cycle should be shorter from event, to response, to recovery, to steady state operations.

Implementation of the Comprehensive Recovery Framework (CRF) is organized based on a three-part framework:

- Governance
- Review and Continuous Improvement
- Planning for the Future

Chapter 2 described the Disaster Recovery Framework for New Orleans recovery, including how Recovery Leadership, Recovery Management Teams (RMTs), and partners, led by the Recovery Community Advisory Committee (CAC), can work together to address disaster recovery. Chapter 3 summarizes the recovery goals, metrics, and recommendations identified by the six Recovery Support Function (RSF) Working Groups during the planning process. These metrics will enable transparent data reporting and improve accountability among the RMTs and Recovery Leadership. This chapter reviews how to leverage the CRF’s Disaster Recovery Framework to establish a practice of continuous improvement whereby existing recovery actions and plans are regularly reviewed and assessed. The recovery review and assessment process will result in updated policies, procedures, and plans that improve the city’s ability to recover from disaster. Chapter 5 focuses on Planning for the Future and details a prioritization framework for policy, procedure, and plan updates.

WHY CONTINUOUS IMPROVEMENT?

The Disaster Recovery Framework described in Chapter 2, which focuses on public sector governance and external collaboration, includes recommendations for how different roles and responsibilities during disaster recovery should be organized for an efficient and effective recovery. One of the critical responsibilities that is shared across recovery leadership and management roles (including external partners) is the documentation of progress and identification of opportunities for improvement. By maintaining a practice of continuous improvement focused on making recovery policies and procedures more efficient, equitable, and sustainable, an organized recovery can more readily respond to the changing needs of New Orleanians and maximize the capacity of Recovery Managers and partners.

4.2 Plan Review and Continuous Improvement

The CRF is not intended to be a static document, but rather a series of frameworks to encourage regular review of disaster recovery organization and action. While traditional, formal updates to the plan might occur less frequently, establishing a practice of regular review and continuous improvement of recovery policies and procedures will enable the City and its partners to learn from recovery experiences quickly to be prepared for the next disaster.

CONTINUOUS IMPROVEMENT PLANNING FOR DISASTER RECOVERY

FEMA recommends updating a recovery plan at least every five years to coincide with the required update of the Hazard Mitigation Plan. This update frequency allows the New Orleans CRF to be informed by the latest risk and vulnerability assessments as well as updated organizational and demographic information. However, given the frequency with which New Orleans faces major shocks and stresses, a more frequent process of review, documentation, and planning to improve systems is critical. To ensure that the city is best positioned to continue adapting to and recovering from frequent natural disasters, the CRF will undergo at least annual review through the continuous improvement planning process.



Continuous improvement is the ongoing practice of review, opportunity identification, and action designed to improve a process. In this case, the distinct period of disaster recovery, from the end of response through hazard mitigation, is the focus for improvement through updated policies and procedures and topical plans. Because the City of New Orleans already has practices in place to review disaster preparedness planning each year, typically coinciding with hurricane season, it is appropriate that a similar annual review process is conducted for disaster recovery organization, practices, policies, and procedures.

A continuous improvement plan differs from formal plan maintenance in that it is designed to be targeted and incremental, building on the standards and assumptions established in the CRF. Where a formal plan review might consider all aspects of the CRF for update at once, the continuous improvement planning process will be based on specific experiences, a process of documentation of challenges and successes, and the execution of a targeted improvement plan focused on leveraging updated policies, procedures, and planning efforts.

Learning

For organizations, continuous improvement is sometimes framed as a three-step process of learning, sharing, and implementing. For the City's disaster recovery planning, learning occurs throughout the year, with City officials involved in recovery leadership and management documenting challenges and successes in both the planning and execution of disaster recovery procedures. This is a particularly important practice during an active disaster recovery to accurately identify problems with anything from communications and collaboration to contracting and service delivery. City and external partners will hold a formal annual convening as well as more informal quarterly check-ins to document disaster recovery challenges with a view toward future improvement. Chapter 5, Planning for the Future, discusses community-based recovery learning and capacity building opportunities in detail.

Sharing

City officials and external partners should convene at least annually to formally share and discuss the recovery challenges and successes of the past year or the most recent disaster recovery effort, whichever is most applicable. The step of sharing can also be considered planning, because the goal of sharing experiences and best practices is to create an improvement plan that identifies policies, procedures, and other relevant plans or practices that should be updated, changed, or otherwise improved. The Recovery Leadership Team will lead this collaborative process and the Plan Leader, who will be active whether or not the city is recovering from disaster, will update the improvement plan's policies, procedures, and plans and begin the process of working with partners to prepare for implementation. Chapter 5 of the CRF can serve as a guide to developing content for an improvement plan, including how to prioritize policies and procedures for improvement.

Implementing

While an improvement plan acts as a guide, the most critical step of continuous improvement is implementation. The Recovery Leadership Team will work with the RMTs and external partners as well as elected officials, where necessary, to update recovery policies and procedures to achieve greater efficiency, equity, and sustainability and resilience. In some cases, changes may be simple and administrative, for example, increasing communication frequency or amending the review process for discretionary recovery funding. In other cases, an improvement could require mayoral or council legislative action, such as amending a recovery ordinance, emergency declaration, or terms of a cooperative endeavor agreement. The Plan Leader should categorize improvements by who needs to act to make changes but should not be discouraged from documenting opportunities for improvement based on what is only within administrative control.

4.3 Improvement Plan Framework

RECOMMENDATIONS FOR POLICIES, PROCEDURES, AND PLANS

Ultimately, the goal of the formal and informal learning and sharing opportunities is to create an actionable continuous improvement plan to improve recovery policies, procedures, and plans. The improvement plan exists as a living document that is updated on an ongoing basis and serves as the repository of lessons learned through experience and best practices. It covers the various topics related to recovery categorized and prioritized by improvement potential across efficiency, equity, and sustainability and resilience and by lead and support agencies. The plan serves as a workplan for Recovery Leadership and RMTs especially outside of an active recovery period. Chapter 5 of the CRF covers the process of prioritizing and categorizing specific improvement opportunities for recovery.

IMPROVEMENT PLAN TIMELINE

Annual development and updates to the improvement plan will be led by the Plan Leader in coordination with the Recovery Leadership Team and the Recovery CAC. Through the annual CRF review process and continuous improvement convenings, the City and the Recovery CAC will develop and formalize an improvement plan which includes coverage of the following areas:

1. Annual updates on recovery challenges and successes by RSF functional area
2. Annual updates on recovery lessons learned, emerging practices, and best practices
3. Annual updates to the Recovery CAC's recovery goals, metrics, and outcomes by RSF area
4. Specific actions, metrics, roles, responsibilities, and timelines for improvement efforts, including updates to recovery-related policies, procedures, and plans
5. Annual assessment and updates on improvements to enhance recovery efficiency, sustainability and resilience, and equity, including the assessment of engagement and communications activities
6. Annual assessment of agency capacity as well as formal pre-identification of leadership roles (across Recovery Leadership and Management) to be assumed during a recovery

4.4 Annual Community Advisory Committee Review

ANNUAL COMMUNITY ADVISORY COMMITTEE AND RSF WORKING GROUP REVIEWS

At least annually and coinciding with either the beginning or end of hurricane season, City Recovery Leadership (likely the Plan Leader unless there is an active recovery effort ongoing) will lead a formal review of Recovery CAC and RSF Working Group roles and responsibilities during recovery and during improvement cycles. The Recovery CAC Co-Chairs will be responsible for relaying any relevant information to their respective RSF Working Group membership. The Co-Chairs will then be responsible for reporting out to Recovery Leadership and soliciting input/comments from their constituencies for the continuous improvement plan within one month after the annual meeting.

Given the critical role of the Recovery CAC throughout recovery, including their responsibility to contribute to the continuous improvement process, as well as the group's size and diversity of sectors, it will be periodically necessary to check in with the Recovery CAC members (including the RSF Working Group members) to assess their participation for future recovery efforts. Individuals and organizations directly involved in Recovery CAC activities will undoubtedly change year to year and recovery to recovery. When City Recovery Leadership leads the annual meeting of the Recovery CAC to review goals and progress and discuss the continuous improvement process, it will also be an opportunity to confirm Recovery CAC and RSF Working Group membership, capacity, and commitment to collaboration.

PUBLIC REVIEW AND CAPACITY BUILDING

The sharing step of continuous improvement for disaster recovery should be as open and collaborative as is practical to pursue a Whole Community approach in good faith. The annual frequency of formally sharing lessons learned and opportunities for improvement should build on and complement the various City efforts to engage partners and community members about disaster preparedness and emphasize the specific conditions, resources, and opportunities for disaster recovery separate from preparedness and response.

At least annually, and in alignment with the annual recovery convening and plan review, the City and the Recovery CAC will open meetings or communications channels for lead a public solicitation of feedback from community groups and representatives—including opportunities for the general public to participate whenever possible. This engagement should be used to better understand the recovery or ongoing needs of individuals, families, and communities throughout New Orleans, to particularly achieve more equitable, Whole Com-

munity, recovery outcomes. The recognition that every New Orleanian will have a different disaster recovery experience and that diverse populations have diverse needs requires regular check-ins directly with community members. These check-ins will be opportunities to inform updates to policies, procedures, and plans to better serve all New Orleanians and meet their recovery needs. Wherever possible, experiences from New Orleans' cultural community, as well as vulnerable populations and neighborhoods, will be given special consideration and space for inclusion in the continuous improvement plan.

The Recovery CAC and City Recovery Leadership will create capacity building opportunities during and surrounding annual recovery progress reviews. Wherever possible, there will be dedicated opportunities for the New Orleans cultural community to participate, share experiences and knowledge, and learn from others. This could include specific convenings focused on their specific recovery needs and featuring resources and capacity building opportunities tailored to pre-existing social networks focusing on desired outcomes for recovery specific to the cultural community. Much like meeting accommodations that are now common for working families, special consideration will be given to engagement aspects like meeting times, places, and communication media to meet the varied needs of the cultural community.

As part of a Whole Community approach to continuous improvement for recovery, the City and the Recovery CAC will engage RSF Working Group members and the public in annual plan development as detailed in Sections 4.4, Annual Community Advisory Committee Review, and 4.6, Assessing and Improving Public Engagement. Chapter 5 helps serve as an example for future improvement efforts, offering an initial list of identified policies, procedures, and plans to update as well as a more detailed discussion of criteria for future improvement plan evaluation.

4.5 City Capacity Review and Building

The regular review of the continuous improvement process as described in Chapter 4 will include an examination of City and other local government (and utility) recovery capacities. This will help confirm membership within each Recovery Management Team and identify gaps that should be address via improved collaboration or additional resources. The recovery capacities themselves should also be reviewed to ensure completeness. Some information about individual government recovery capacities is detailed in other plans and policies, many of which are referenced in Appendix 1. The following chart serves as an example of how to begin the capacity evaluation. Each specific capacity should be confirmed with each of the departments or agencies listed whenever possible.

TABLE 19: NEW ORLEANS LOCAL GOVERNMENT DISASTER RECOVERY CAPACITY

RECOVERY MANAGEMENT TEAM ▶		FINANCIAL & GRANTS MANAGEMENT								PLANNING & PROJECT MANAGEMENT		PURCHASING & LEGAL			OPERATIONS & COORDINATION							OUTREACH & COMMUNICATIONS																
CRITICAL DISASTER RECOVERY CAPACITY ▶		Budgeting/Resource Coordination	Federal Grants Administration	Federal Grants Compliance	FEMA Funding	Fiscal Management and Accounting	Housing Administration	HUD Funding	Insurance Policy Management	Misc. Federal Funding	Record Keeping	Economic Development Project Development and Management	Housing Development	Private Property Enforcement	Land Use Planning	Permitting	Contracts and Legal Advice	Procurement	Case Management	Communications Technology Management	Construction Project Management	Coordination and Management	Digital Asset Management	Facilities Management	Power Infrastructure Management	Public Communication	Public Space Management	School Facility Management	Transportation Management	Trees and Greenspace Management	Waste and Debris Management	Water Infrastructure Management	Public Engagement	Public Communications	Inter-agency Communications	Crisis communications	Data/mapping visualization & communication	
OFFICE, DEPARTMENT, OR ORGANIZATION	ORGANIZATION TYPE																																					
Department of Public Works	City Charter Department		X	X			X		X											X	X				X				X		X	X	X	X	X	X		
Capital Projects Administration	City Office	X	X	X			X		X											X	X											X			X	X		
Project Delivery Unit	City Office	X	X	X			X		X		X										X											X			X	X	X	
Office of Community Development	City Office	X	X	X	X		X		X		X								X																	X	X	
Office of Homeland Security and Emergency Preparedness	City Office	X	X	X	X				X											X		X				X							X	X	X	X	X	
Department of Sanitation	City Charter Department																								X						X					X		
Department of Parks and Parkways	City Charter Department															X									X			X			X		X	X	X			
Office of the Mayor	City Office	X							X		X										X				X		X						X	X	X	X		
Legal Department	City Office							X						X													X								X	X	X	
Office of Code Enforcement	City Office												X						X																X	X		
Department of Property Management	City Office									X														X		X												
Department of Safety and Permits	City Charter Department											X			X				X		X												X	X				
Chief Administrative Office, Budget Office, Risk Management Office	City Office	X	X	X	X			X	X		X		X								X														X	X		
Department of Finance	City Charter Department					X			X	X																									X	X	X	
Office of Procurement	City Office		X	X					X									X																		X		
City Planning Commission	Boards and Commissions															X																			X	X		X
Civil Service Commission	Boards and Commissions	X																																	X			
Historic Landmarks District Commission	Boards and Commissions																		X																			X
Mosquito, Termite & Rodent Control Board	City Office																			X					X	X		X	X	X	X	X	X	X	X	X		X
New Orleans Recreation Development Commission	Boards and Commissions	X																					X		X		X						X					
Office of Performance and Accountability	City Office																						X											X	X		X	
Sewerage and Water Board of New Orleans	Public Agency	X	X	X	X		X	X	X		X		X	X	X	X	X	X	X	X	X	X		X	X		X	X	X	X	X	X	X	X	X	X	X	X
New Orleans Regional Transit Authority	Public Agency	X	X	X	X		X	X	X		X		X	X	X	X	X	X	X	X	X	X		X	X		X		X						X	X	X	X
Housing Authority of New Orleans	Public Agency	X	X	X	X	X	X	X	X	X		X		X	X	X	X	X	X	X	X	X		X	X		X		X						X	X	X	X
New Orleans Redevelopment Authority	Public Agency	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X		X	X		X	X	X	X	X	X	X	X	X	X	X	X
Finance New Orleans	Public Agency					X					X	X	X	X					X															X	X			
NOLA Public Schools/Recovery School District	Public Agency	X	X	X	X			X	X				X					X		X	X				X	X		X		X				X	X	X		
Office of Information Technology and Innovation	City Office								X											X		X																X
Entergy New Orleans	Investor-Owned Utility	X																		X			X	X		X	X	X	X	X	X	X	X	X	X	X	X	
Cox Communications, AT&T, other Telecom	Investor-Owned Utility																		X		X				X									X	X	X	X	X
Board of Liquidation/City Debt	Boards and Commissions					X																																
City Council	Legislative Body	X																				X				X		X					X	X	X	X		

4.6 Assessing and Improving Public Engagement and Communications

ASSESSMENT OF EXISTING ACTIVITIES

The City of New Orleans and its partners already perform engagement activities and efforts throughout the year—many of which are already focused on disaster management. In order to improve public engagement for disaster recovery and ensure it is appropriately tailored to the diverse needs of New Orleanians, the annual improvement plan should include assessment of these activities across several domains.

With the goal of improving recovery engagement activities as part of a Whole Community approach and to promote equity, the annual review of activities will include assessment questions that cover important considerations for working with the public, such as:

Recovery

- Does the activity accessibly deliver information or expectations about disaster recovery, including to special populations such as those who are most vulnerable?
- What does the data tell us about who is being reached through this activity and how recovery is serving the needs of those who are most vulnerable?
- Does the engagement activity promote more predictable and efficient leveraging of recovery resources and processes for the public and for specific subpopulations?

Empathy

- Does the communication or activity take a trauma-informed approach, promote a safe space to discuss sensitive recovery topics, and offer audience participants a meaningful opportunity to voice and have their perspective heard?
- Does the communication or activity effectively and genuinely welcome challenging feedback?
- Does the communication or engagement activity reflect a true understanding of the emotional and practical impacts residents face as a result of the disaster and recovery experience, including the impacts of experiencing recurring disasters?

Equity

- Does the communication or activity actively include populations who are not typically adequately reached via traditional methods, such as seniors, people with disabilities, people experiencing homelessness, and people with limited access to broadband?
- Are special considerations being given to the ability for diverse populations to participate in a meaningful and equitable way?
- Is the communication or activity worth the time or effort required to respond to it?
- Is the reach and efficacy of the communication or activity being communicated back to advocates?

Accessibility

- Does the communication or activity support the goals of the Real Emergency Access for Aging and
- Disability Inclusion (READI) Act, promoting accessible communication and participation for the disabled community?⁵¹
- Is the communication or activity presented in language that is accessible to the whole audience, using known, local references?
- Is the communication or activity pre-planned to reach those with functional and access needs?
- Is the staff creating the communication or activity trained on Americans with Disabilities Act (ADA) requirements and current best practices to address functional and access needs?

Sustainability and Resilience

- Does the communication or activity promote environmentally sustainable practices of rebuilding and recovery?
- Does the communication or activity help advance the goals of the City's Climate Action Plan?
- Does the communication or activity help advance the goals of the City's resilience strategy and improve adaptation outcomes?

51 See text of the READI Act here: <https://www.congress.gov/bill/117th-congress/house-bill/4938/text>

4.7 Improving Recovery Communications

ROLES IN IMPROVING RECOVERY COMMUNICATIONS

The importance of appropriate outreach and engagement on disaster recovery means that improving community engagement should be a core responsibility of Recovery Leadership. Various City departments and public agencies share the responsibility of outreach to the public and to specific populations. The Department of Homeland Security's Public Engagement Branch administers Nola Ready, the City's emergency preparedness campaign as well as the Nola Ready Emergency Alert System. Nola Ready offers information on how to prepare for and respond to emergencies to residents and businesses, and information on partner agencies and community organizations that also serve the New Orleans community.

Recently, the Nola Ready system has been leveraged for a wide range of topics outside of immediate life safety and preparedness. To preserve the urgency of emergency alerts, leaders from different RMTs should work with the Nola Ready team to build their own capacity for recovery-specific message development, including branding and logistics to support relevant and accountable communications. Building this capacity across RMTs will allow Nola Ready to focus on its mission, while also creating more direct connections to responsible departments during recovery operations. Ongoing coordination will be critical though, with particular attention paid to the use of consistent language and referrals to responsible authorities.

While this transition occurs, some recovery messages may still be appropriate for Nola Ready, including imminent deadlines for recovery resource eligibility or the availability of new, citywide recovery services. Lead departments within the appropriate RMT should work with the Nola Ready team to determine how to target immediate messaging and formalize criteria to not over-notify or confuse audiences.

Because the Mayor's Neighborhood Engagement Office (NEO) has such a broad reach and deep connection to the community, NEO should play a lead role in engaging, and improving engagement, on recovery. In partnership with the Plan Leader and/or the Recovery Leader, NEO will collaborate to distribute recovery information when appropriate and via established methods such as through the Neighborhood Leaders Summit, or in coordination with Nola Ready. Similarly, Recovery Leadership and NEO will engage with RMT departments such as the City's Office of Youth and Families (OYF), New Orleans Recreation Department Commission (NORD), New Orleans Public Library, and others to improve outreach and engagement to special populations.

The Recovery CAC and the RSF Working Groups also play a key role in improving engagement with the community and ensuring the recovery needs of special populations are represented. The Recovery CAC and RSF Working Groups maintain a role in shaping improved

recovery communications through their annual review of the CRF but are also critical as avenues for improving the reach of community recovery messaging.

IMPROVING MESSAGING DURING RECOVERY

Communications between recovery actors, with those affected by the disaster, and with the general public are delicate and critical. As with response, there is a need to maintain clear and open lines of communication between recovery partners because conditions can change quickly, even during a long-term recovery.

The City of New Orleans already has several well-developed tools and procedures for public disaster communication which can be leveraged and/or adapted for recovery communications. Nola Ready's SMS communication as well as social media and other immediate mass communications media are used during major event planning, incident response, and in some cases, early recovery, as in the case of applying for federal disaster assistance. The City should leverage the popularity, centralization, and reach of its Nola Ready communications to build a similar approach focused on longer-term recovery communications. The Plan Leader, working in coordination with the New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP), the Recovery CAC, and the Mayor's Office of Neighborhood Engagement, will want to consider development of a branded recovery communications platform modeled after Nola Ready to best serve the city's recovery communications needs. The Recovery Leadership Team (i.e., the Recovery Leader, Plan Leader, and Data & Accountability Leader) will need to closely coordinate during recovery to establish a regular communications cadence and clear thresholds for messaging to avoid over-notifying.

To facilitate strong partner communication and transparency during recovery, the City should explore other types of messaging platforms to host online group communications between internal and external recovery management actors. The more open communications channels are between official partners, the greater chance of avoiding duplication of efforts and missed opportunities.

Communicating with disaster-affected communities and the wider public during active recovery is more delicate and will depend on the specific disaster and recovery conditions. Messages should demonstrate status and progress and, where possible, be actionable on the part of the recipients. The information and data received, synthesized, and presented by the Data & Accountability Leader will be invaluable during this time, but will need to be free of emergency management and military jargon and rooted in humanity. Recovery progress messages are not about victories—they are honest depictions of ongoing need, pathways to assistance, and human development. The Recovery Leader should always consult the Recovery CAC about public messaging and amplify messages from community partners where possible and appropriate.

Regular meetings of recovery partners and an expectation that coordination may happen between meetings are standard during disaster recovery to ensure efficient allocation of resources and service delivery. From the end of response into the first phases of recovery, there should be weekly or bi-weekly meetings of recovery leadership and the RMT Liaisons. Recovery Leadership should plan to meet with Recovery CAC representatives at least bi-weekly during this time as well.



CHAPTER 5:

**PLANNING FOR
THE FUTURE**

**COMPREHENSIVE
RECOVERY FRAMEWORK**

5.1 Overview

This chapter is focused on the implementation of actions to create conditions for an organized, equitable, and sustainable recovery as standard operating procedure in the future. Institutionalizing the concept of disaster recovery as a distinct phase of disaster management that requires its own attention and resources, as well as model policies and procedures to enable efficiency, equity, and sustainability and resilience are the primary purposes of Planning for the Future. This chapter should be seen as a living, evolving part of the Comprehensive Recovery Framework (CRF), with elements that can be accomplished, policies that can be adopted, and new ideas that can be added as the continuous improvement review process advances.

As part of the continuous improvement process described in Chapter 4, Recovery Leadership will lead the development of an ongoing improvement plan in collaboration with the Recovery Management Teams (RMTs), Recovery Community Advisory Committee (CAC) members, and the public. Over the course of a year (or a recovery period, whichever is more frequent), the collaborative team will document challenges and successes based on experience and best practices, then come together to share those experiences and identify opportunities for improvement. This process should yield an improvement plan where the identified opportunities for improvement are paired with approaches to address them, usually in the form of updated policies, procedures, or planning efforts.

This chapter helps to guide the creation of the improvement plan by offering a prioritization framework for policy, procedure, and plan updates. The framework includes screening questions to assess best practices in effective disaster recovery, ensure local recovery priorities are addressed, and ensure stated City values of equity and sustainability and resilience are reflected in the continuous improvement process. Based on key stakeholder interviews conducted throughout the CRF planning process and feedback from the Recovery CAC, examples of key recovery policy, procedure, and plan updates are included in this chapter; however, these examples are by no means exhaustive, nor should they preclude more formal continuous improvement process efforts or the establishment of a recovery improvement plan.

5.2 Prioritizing Disaster Recovery Improvements

When prioritizing new updates to recovery policies, procedures, and plans, the primary focus should be on how to shorten the time it takes to recover and to reduce the level of effort required to achieve an equitable and sustainable Whole Community recovery. To help achieve this, Chapter 5 lays out an approach to prioritization of recovery improvements based on national best practices, local stakeholder priorities, and City of New Orleans values.

NATIONAL DISASTER RECOVERY FRAMEWORK PLANNING BEST PRACTICES

FEMA is one of the most critical federal agency partners involved in disaster recovery for state and local governments around the United States. The agency is responsible for much of the relief and recovery funding that is made available to state and local governments as well as important coordination roles in the immediate aftermath of disaster. Since Hurricane Katrina, FEMA has updated much of its guidance with respect to relief and recovery planning, integrating many of the lessons learned in New Orleans into national best practices. The release of the first National Disaster Recovery Framework (NDRF) in 2011 was a recognition that long-term recovery needs to be organized to be predictable, efficient, inclusive, and accountable. It was the first document to formally establish many of the concepts present throughout the CRF, including the Recovery Leader and Recovery Support Functions (RSFs). Importantly, today's NDRF also includes guidance that is applicable beyond the operations of federal agencies and critical to state and local recovery organization.

The NDRF identifies seven success factors for achieving successful disaster recovery:

- Effective Decision-Making and Coordination
- Integration of Community Recovery Planning Processes
- Well-Managed Recovery
- Proactive Community Engagement, Public Participation, and Public Awareness
- Well-Administered Financial Acquisition
- Organizational Flexibility
- Resilient Rebuilding⁵²

When considering policies, procedures, and plans for creation or update via the continuous improvement process for recovery, these seven factors should be used to prioritize their inclusion in the implementation plan.

⁵² FEMA (2017). Pre-Disaster Recovery Planning Guide for Local Governments. Available at: <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>.

COMMUNITY ADVISORY COMMITTEE PRIORITIES

During the CRF planning process, the Recovery CAC identified priorities for improvement based on previous recovery experience and knowledge of best practices. The level of experience that local and regional organizations have with disaster recovery, particularly over the past 15 years, indicates that the Recovery CAC's priorities should be considered a distinct, local best practices screen when evaluating potential policy and procedure improvements. The Recovery CAC's 2022 stated improvement priorities include Improved Communication and Collaboration, Continuous Improvement, and Data-driven Recovery and Transparency. Details about each area of priority are outlined below.

Improved Communication and Collaboration

- Strong communication and collaboration between City, state, federal and partner agencies is vital to preventing inefficiencies, duplication of efforts, and to ensuring a holistic and comprehensive set of recovery activities.
- Transparency in communications and recovery organizing should be implemented and at the beginning of disaster recovery and supported throughout the recovery process.
- To ensure effective communication to the public and impacted populations messaging must be accessible and equitable for all residents. This includes communicating in Spanish and Vietnamese, as well as using low-technology tools, such as radio announcements and door-to-door efforts to reach people who do not have access to broadband internet, and in the event that internet, power, and cellular networks are not accessible.

Continuous Improvement

- Establish a process for continuous improvement efforts to help guide what activities should be incorporated into recovery, the approach to moving these activities forward, and the methods for measuring the success of recovery efforts.

Data-driven Recovery and Transparency

- Information about unmet needs for vulnerable populations should be available to a broader coalition of service providers who have resources to supplement public efforts and aid.
- Ensure cohesive data collection and sharing by organizing data gathering and sharing between agencies in advance, or at the beginning, of recovery efforts.
- Include structure and coordination for community-based data collection and integrate qualitative metrics in recovery data collected.

CITY VALUES

In addition to the prioritization screens established by the NDRF and the Recovery CAC, the City of New Orleans also seeks to create improvements based on stated City values, namely equity and sustainability and resilience. Details about the genesis of these values and criteria are available in a variety of existing plans and policies, including the City's Equity Plan, Resilience Strategy, and Climate Action Strategy.

The CRF helps to align recovery activities with City visions and values and promote coordination between a variety of agencies and partners. The CRF emphasizes equity—directing recovery activities to prioritize vulnerable populations and historically underinvested communities—as well as sustainability and resilience—designing recovery activities to conserve environmental resources, reduce greenhouse gas emissions, allow communities to survive, adapt, and grow despite the chronic stresses and acute shocks they experience.

Equity

Inequity is extreme in New Orleans. The city counts a variety of populations that experience acute vulnerabilities during steady state times, which are known to be severely exacerbated during disasters and subsequent inequitable recoveries. Historically, disaster recovery periods have not tended to be of great benefit to vulnerable or marginalized communities. Redressing these injustices while refocusing on how to best meet the needs of New Orleanians with the most precarious circumstances is critical to an equitable approach to recovery. When prioritizing the improvement of policies and procedures for recovery, the City and community should collaborate to elevate improvements that redress past inequities and seek new equitable recovery outcomes. The community profile outlined in the Introduction to the CRF helps offer some insight into specific communities and geographies that need extra consideration after disasters and the many hazards that exacerbate inequitable recovery outcomes.

When developing an improvement plan for recovery, equity needs to be a priority consideration. As part of a Whole Community approach to disaster management, centering the needs of communities, including the most vulnerable, is critical. The policies and procedures that are updated to improve service delivery and expedite resource allocation to vulnerable communities will serve to help all aspects of disaster recovery coordination. It is important to also remember that high costs of service delivery for vulnerable communities are part of the reason New Orleans’ extreme inequality exists today. Prioritizing equity means prioritizing vulnerable populations’ recovery outcomes over costs.

During the CRF planning process, the following definition of equity was used to discuss recovery challenges:

“An equitable government acts with purpose to achieve just and fair inclusion, leveraging power and resources to dismantle institutional racism and all forms of discrimination wherever they exist. Equity is achieved when identity, status, and ability no longer predict a person’s quality of life in our city.”

Screening Questions

Achieving equitable recovery outcomes is not guaranteed. However, certain screens can be used to evaluate policies and procedures for improvement. When considering improvements to recovery policies and procedures, or developing new recovery services, the following screening questions can help prioritize implementation:

- Does the policy, procedure, or activity actively include populations who are not adequately reached via traditional methods?
- Are special considerations being given to the ability for diverse populations to equitably access and materially benefit from recovery efforts and resources?
- Is the reach and efficacy of the recovery communication or activity being communicated back to the general public and community advocates?

Sustainability and Resilience

Emergency managers know that every disaster is an opportunity to learn how to improve resilience to future hazards. Disaster recovery amid the global climate crisis means that establishing and engendering sustainable development practices are critical to leveraging that opportunity. The City of New Orleans has well-established plans to improve city resilience and address the climate crisis, but practically, it takes the scale of resources that disaster response and recovery often yield to take transformative action. By prioritizing sustainability and resilience in the improvement of disaster recovery policies, procedures, and plans, the City and community partners can accelerate the implementation of long-standing goals.

During the CRF planning process, the following definition of sustainability and resilience was used to frame recovery:

Meeting the needs of current and future generations without compromising the ecosystems upon which they depend and enabling communities to survive, adapt, and grow despite the chronic stresses and acute shocks they experience. For New Orleans, this also means a commitment to lowering greenhouse gas emissions, the primary cause of global warming and climate change. These emissions largely derive from the energy we use, how we transport ourselves and our goods, and the decomposition of our waste.

Pursuing a sustainable and resilient recovery and one that further promotes sustainable practices beyond recovery is not a straightforward pursuit, either. However, there are relatively clear sustainability indicators based on reducing or avoiding energy consumption, greenhouse gas emissions, and other types of pollution as well as resilience indicators for improving system strength in the face of growing climate threats that can offer direction for evaluating action:

- Does the policy or procedure promote environmentally sustainable rebuilding practices?
- Does the policy or procedure promote resilience to the effects of climate change, including sea level rise, stronger storms, and more frequent flooding events?
- Does the policy or procedure contribute to transportation mode shift from private cars toward active transportation?
- Does the policy or procedure improve the environmental health of public and private spaces?
- Does the policy or procedure advance the goals of the City's Climate Action Plan to reduce greenhouse gas emissions?

5.3 Implementing Recovery Policies, Procedures, and Plans for Improvement

This section is intended to serve as a guide for policy, procedure, and plan updates that were identified through the initial CRF planning process via the experiences of stakeholders or best practices. Previous chapters, particularly Chapters 2 and 3, also represent recommended actions and approaches to take in terms of governance and operations. This section is intended to build on those frameworks, formalizing policies, procedures, or plans that could help achieve the goals of the CRF.

Within each category (policy, procedure, or plan) are strategies to explore for implementation as identified in the initial CRF planning process (2021-2022). Each strategy has at least one example action that could be taken as part of the strategy as well as descriptions of benefits to a recovery effort, using the priorities from the three aforementioned prioritization screens (NDRF, Recovery CAC, and City Values).⁵³ Note that this is not an exhaustive list of actions, nor of actors needed to implement them. The recovery actors listed will usually be those required to start the improvement process, but not necessarily to carry out or finish implementation. The collaborative RMTs and external partners via the Recovery CAC should be involved in the detailed work of policy, procedure, and plan updates.

⁵³ Note: Because of the importance of the New Orleans cultural community, specific policies, procedures, and planning efforts were identified for creation or improvement through the CRF planning process. They appear after this section below.

POLICIES

STRATEGY: FORMALIZED RECOVERY GOVERNANCE, AUTHORITY, AND ACCOUNTABILITY

Issuing a recovery ordinance is a best practice as recommended by the NDRF and the FEMA pre-disaster recovery planning guide. It formalizes the organizational structure, authority, and accountability of the Disaster Recovery Framework (as described in Chapter 2). Some recovery ordinances also establish temporary modifications to building standards or other typical City procedures during a recovery period. For New Orleans, this would be contingent upon the update of formalized policies and procedures like those listed below, including expedited procurement and a post-disaster future land use plan.

ACTIONS

- Using a model ordinance and the CRF's Disaster Recovery Framework in Chapter 2 as a guide, create a recovery ordinance, provide a briefing to potential recovery leadership and management actors, and socialize the ordinance with City Council.⁵⁴
- Use the recovery ordinance in tandem with the CRF when advocating for recovery resources from federal partners and private sources to encourage accountability and transparency with funding

RECOVERY BENEFITS

- NDRF Priorities: Effective Decision Making and Coordination, Well-Managed Recovery, Well Administered Financial Acquisition, Organizational Flexibility
- Recovery CAC Priorities: Improved communication and collaboration

KEY ACTORS

- Mayor's Office, Recovery Leader, Plan Leader, City Council

⁵⁴ For more information on recovery ordinances, see the APA planning guide for recovery ordinances: https://planning-org-uploaded-media.s3.amazonaws.com/legacy_resources/research/postdisaster/pdf/modelrecoveryordinance.pdf.

STRATEGY: EXPEDITED PROCUREMENT

Deliberative procurement and contracting processes are important to accountable government, but during disaster response and recovery, deliberation can feel like delay and can slow community recovery. Additionally, a lack of information, pre-vetted legal review, and accountability can create conditions for illegal or non-compliant activity, which only further complicates community recovery efforts. By seeking ways to expedite procurement of anticipated services for disaster recovery, city government can avoid costly and unnecessary delays of critical service delivery to communities. Some of these services could include individual case management services, grants management services, housing rehabilitation and construction services, and energy analysis and upgrading.

ACTIONS

- Initiate pre-positioned contracts and inter-agency Cooperative Endeavor Agreements (CEAs) for capacity augmentation, cross-agency collaboration, and resource sharing during recovery.
- Seek City Council approval for certain pre-positioned contracts in advance of disaster to avoid dependence on emergency authorizations and one-year contract limits.
- Pre-qualify disaster recovery service delivery vendors and consultants during the annual update to the Recovery CAC roster to expedite competitive procurements during recovery. Use RSFs as categories for pre-qualified vendor services.

RECOVERY BENEFITS

- NDRF Priorities: Effective Decision Making and Coordination, Well-Managed Recovery, Well-Administered Financial Acquisition, Organizational Flexibility
- Recovery CAC Priorities: Improved Communication and Collaboration

KEY ACTORS

- Recovery Leader, Plan Leader, Purchasing & Legal (PL) RMT (Legal Department, Purchasing Department), City Council

STRATEGY: RESILIENT AND SUSTAINABLE REBUILDING

The NDRF encourages a future-forward approach to rebuilding after disaster, focusing on rebuilding after disaster to standards that are “inclusive of ecological, economic, and local capacity considerations.” In other words, when forced to rebuild due to increasingly hazardous conditions in a warming world, focusing on reducing future risks and lessening contributions to global climate change is critical.

ACTIONS

- Establish post-disaster building standards upgrades to improve future disaster resilience.
- Establish sustainability and resilience criteria for post-disaster reconstruction.

RECOVERY BENEFITS

- NDRF: Integration of Community Recovery Planning Processes, Resilient Rebuilding
- City of New Orleans: Sustainability, Equity

KEY ACTORS

- New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP), Office of Resilience and Sustainability (ORS), City Planning Commission (CPC), Recovery CAC, Safety and Permits

STRATEGY: INFORMATION SHARING

Collaboration is central to a decentralized process like disaster recovery with overlapping resource availability and timelines. Proactively establishing data and information access rosters is a way to formalize transparent, data-driven collaborative efforts. Adding new partner access to information and resources later in a recovery period can be time consuming and delay accurate cross-functional progress reporting. These rosters, like most aspects of the CRF, can be narrowed depending on the scale and scope of the disaster recovery, but in the spirit of transparency, the initial net should be cast wide.

ACTIONS

- Use draft recovery ordinance or policy to pre-define an inclusive list of stakeholders to be included for access to FEMA recovery data dashboards.
- Ensure team members that could be involved in case management are added to individual assistance access rosters, including legal and social services.

RECOVERY BENEFITS

- NDRF Priorities: Effective Decision Making and Coordination, Well-Managed Recovery, Organizational Flexibility, Well-Administered Financial Acquisition
- Recovery CAC Priorities: Improved communications and collaboration, Data-driven Recovery and Transparency

KEY ACTORS

- Recovery Leader, Plan Leader, PL RMT (Legal Department), New Orleans Health Department

PROCEDURES

STRATEGY: IMPROVED PROJECT AND RESOURCE COLLABORATION

Recovery is made up of a complex set of actions delivered by many different actors. Part of creating a plan for recovery is to help centralize some of the effort to avoid duplication and to improve efficiency in service delivery. Seamless collaboration is at the heart of this improvement strategy and can be achieved through the formalization of ad hoc cooperative efforts and explicitly mapping partner capacity. Better collaboration also creates more opportunities for future process improvements.

ACTIONS

- Institutionalize Project Delivery Unit (PDU)/Sewerage & Water Board of New Orleans (SWBNO) joint project delivery
- Extra capacity for normal, or steady-state, operations becomes dedicated capacity for recovery.
- Create a cross-referenced database of recovery practitioners and service providers who are active during recovery, and in normal or steady-state periods, to help ensure transparency and accessibility of resources for community members.

RECOVERY BENEFITS

- NDRF: Effective Decision Making and Coordination, Well-Managed Recovery
- Recovery CAC: Improved Communication and Collaboration, Continuous Improvement

KEY ACTORS

- Chief Administrative Office (CAO), Mayor's Office, PDU, SWBNO, Department of Public Works (DPW), Property Management

STRATEGY: DATA TRANSPARENCY AND UTILITY

Similar to improving project and resource collaboration, a focus on data transparency and utility enhances the ability of RMTs and external partners to leverage data equally, avoiding duplication of efforts and making clear opportunities for progress. These actions are designed to improve open data integration, standardizing inputs across departments and RMTs.

ACTIONS

- Develop an accessible, real-time database of recovery programs and services that public agencies and private community partners offer to individuals, businesses, and organizations.
- Create an incident-specific recovery needs assessment and sharing findings, largely with Recovery CAC groups, even those that might not be “activated” for the recovery.
- Establish a policy and procedure for collecting, validating, and using crowd-sourced information from the community.

RECOVERY BENEFITS

- NDRF: Effective Decision Making and Coordination, Well-Managed Recovery
- Recovery CAC: Data-Driven Recovery and Transparency
- City of New Orleans: Equity

KEY ACTORS

- Recovery Leadership, Office of Information Technology and Innovation (ITI), Office of Performance and Accountability (OPA), Recovery CAC

STRATEGY: CASE MANAGEMENT

Historically, the City of New Orleans has not centralized case management services for disaster recovery due to the diversity of funding sources and well-developed non-governmental social services sector in the region. Because many recovery programs and resources are administered at the City level, organizations and individuals seeking assistance should be able to easily approach City agencies to find what they need during extended crises—no matter where they start.

ACTIONS

- Leverage team for case management capacity, determine a lead VOAD to help ramp up efforts, and ensure a contract is pre-positioned.
- Institutionalize public health cross-department team.
- Develop “no wrong door” referral policy for inquiring about and accessing City recovery resources.

RECOVERY BENEFITS

- NDRF: Well-Managed Recovery, Proactive Community Engagement, Public Participation, and Public Awareness
- Recovery CAC: Improved Communications and Collaboration
- City of New Orleans: Equity

KEY ACTORS

- Mayor’s Neighborhood Engagement Office (NEO), Office of Community Development (OCD), New Orleans Health Department, CPC, NOHSEP

STRATEGY: CAPACITY BUILDING

Having a plan for how to approach disaster recovery is just the beginning. Operationalizing the plan requires all recovery actors to be familiar with expectations during recovery, including resources, collaborators, and specific community needs. These actions help to reinforce the importance of disaster recovery for communities and build predictability into the system to avoid confusion and conflict during recovery periods. The City and its partners already participate in disaster management, from response to resilience, but keeping recovery central to how all recovery actors plan and deliver services is critical to not missing opportunities.

ACTIONS

- Establish regular recovery-focused training exercises that detail timelines, resource types, operational dependencies, and communications priorities.
- Integrate recovery resources and planning into the City's regular preparedness exercises.
- Coordinate ongoing annual exercises for the Recovery CAC. These could also serve to keep the membership roster and networks up to date.

RECOVERY BENEFITS

- NDRF: Well-Managed Recovery, Proactive Community Engagement, Public Participation, and Public Awareness
- Recovery CAC: Improved Communications and Collaboration, Continuous Improvement
- City of New Orleans: Equity

KEY ACTORS

- NOHSEP, NEO, New Orleans Health Department, Recovery CAC

PLANS

STRATEGY: POST-DISASTER-FOCUSED FUTURE LAND USE PLANS

Disasters can create opportunities to redress mistakes of the past and plan for the shifting risks of the future. By creating a future land use plan that is immediately deployable after a triggering disaster, we can mitigate the risks that caused the disaster.

ACTIONS

- Develop a post-disaster future land use plan tied to the zoning ordinance with risk-based and sustainable building standards.
- Develop neighborhood-scale plans that prioritize increasing risk mitigation standards during recovery rebuilding while accompanying standards with localized subsidy programs for residents to rebuild affordably.

RECOVERY BENEFITS

- NDRF: Effective Decision Making and Coordination, Well-Managed Recovery, Well-Administered Financial Acquisition, Organizational Flexibility
- Recovery CAC: Improved communication and collaboration
- City of New Orleans: Equity, Sustainability

KEY ACTORS

- Recovery Leader, Plan Leader, PL RMT (Legal Department, Purchasing Department), City Council

TABLE 20: SUMMARY TABLE – IMPROVEMENT ACTIONS FOR RECOVERY

POLICIES	KEY INITIAL ACTORS
Formalized Recovery Governance, Authority, and Accountability	
Pass Recovery Ordinance	Mayor’s Office, City Council
Develop Recovery Management Team job aids/operations summaries	NOHSEP, ORS
Expedited Procurement	
Pre-positioned CEAs and service contracts	Purchasing Department, Legal Department
Pre-qualify recovery vendors and consultants	Purchasing Department, Legal Department, NOHSEP
Improved Rebuilding Standards	
Develop resilient rebuilding standards for public and private property	NOHSEP, ORS, CPC, Property Mgmt.
Establish sustainability standard criteria for public and private property	NOHSEP, ORS, CPC, Property Mgmt.
Information Sharing	
Pre-define data sharing list for federal resources	NOHSEP, Mayor’s Office, OCD
Re-establish City of New Orleans Quality of Life indicators to align with community targets	City of New Orleans Health Department, OPA, Mayor’s Office
PROCEDURES	
Improved Collaboration	
Institutionalize PDU/SWBNO joint project delivery	DPW, SWBNO, PDU, Joint Infrastructure Coordination Center (JICC)
Data Transparency and Utility	
Standardize data reporting inputs	Recovery Leadership, ITI, OPA, Recovery CAC
Establish a formal procedure for crowd-sourced data collection and validation	Recovery Leadership, ITI, OPA, Recovery CAC
Develop accessible, real-time database of recovery programs and services	Recovery Leadership, ITI, OPA, Recovery CAC

PROCEDURES	KEY INITIAL ACTORS
Case Management	
Institutionalize COVID response task force model	City of New Orleans Health Department, NOHSEP,
Build “no wrong door” referral capacity	City of New Orleans Health Department, NOHSEP, OCD, Mayor’s Office, City Council
Capacity Building	
Establish recovery-focused exercises	NOHSEP, ORS, Mayor’s Office, NEO
Coordinate annual exercises for the Recovery CAC	NOHSEP, ORS, Recovery CAC
PLANS	
Post-disaster-focused future land use plans	
Develop risk-based plan tied to zoning ordinance	NOHSEP, ORS, CPC, ITI, Recovery CAC
Develop neighborhood plans focused on risk mitigation and sustainability	NOHSEP, ORS, CPC, ITI, Recovery CAC
Create neighborhood-focused upgrade programs	NOHSEP, ORS, CPC, ITI, Recovery CAC

5.4 Cultural Resources: Actions for Improvement

New Orleans' world-famous culture, largely developed and incubated by working class Black, immigrant, and indigenous communities and people, has persevered in spite of persistent systemic, economic, and environmental challenges.

While these traditions and communities are now widely celebrated, many practitioners still experience elevated economic and social vulnerability and care must be taken to ensure they do not disproportionately shoulder the burdens of recovery.

The existence of the Office of Cultural Economy, the Office of Nighttime Economy, and the cultural community recovery liaison position called for in Chapter 3 are a strong foundation to address the recovery challenges of this diverse cultural community. The process that developed this plan, including consultations with members of the RSF 6 Working Group, identified an initial list of priority policies, procedures, and plans to create or update to begin to bring the cultural community to the center of recovery efforts.

POLICIES

Build the Economic Safety Net

Develop a series of policies and programs that create greater economic opportunity for cultural practitioners and small organizations that allow them to continue their cultural practice while increasing income. Programs and policies could include:

- Offering financial literacy and small/micro business development training
- Eliminating barriers to undertaking cultural activities, including burdensome permitting and licensing
- Building opportunities to participate in tourism and cultural economies, including with incentives and targeted procurements

PROCEDURES

Community Archiving and Preservation

Work with community cultural hubs (small museums, clubhouses, etc.) to protect and store their formal and informal archives. Priority actions to take in collaboration with cultural hubs could be to:

- Identify safe storage spaces and structural improvements
- Facilitate access to funding opportunities and technical support for cultural hubs

Develop Cultural Community Resource Hubs

Work with local small business and grassroots cultural institutions to develop a system of aid distribution hubs that can be activated in advance of, during, and post disaster. This system could include both top down (government facilitated/supplied) and grassroots (community or privately supplied) locations.

PLANS

Cultural Community Census and Communications Plan

Support community partners to undertake a cultural census that will create baseline data about the status of New Orleans cultural community that includes basic demographic data, location (Census tract), cultural practice, phone number and preferred method of contact. Develop a cohort of key community leaders (Social Aid and Pleasure Club Members, Big Chiefs, band leaders, grassroots organization leaders) to help disseminate information about evacuations, aid opportunities, and other emergency information, and create a priority list of elders and community members most at risk.

A census will allow the city to better understand how members of the cultural community are displaced over time and monitor changes in economic and social conditions to better direct resources and other assistance. The census should be updated regularly—at least every two years—and the recovery continuous improvement plan should be leveraged when possible to contribute to updates.

Prioritize Endangered Historic Sites

Using existing data, develop a catalogue of historically, culturally, and spiritually important heritage sites and undertake a site survey for each. Develop a list of sites most in danger of damage/destruction, determine ownership, and work with partners to prioritize restoration and protection.

POTENTIAL IMPLEMENTATION AND FUNDING PARTNERS

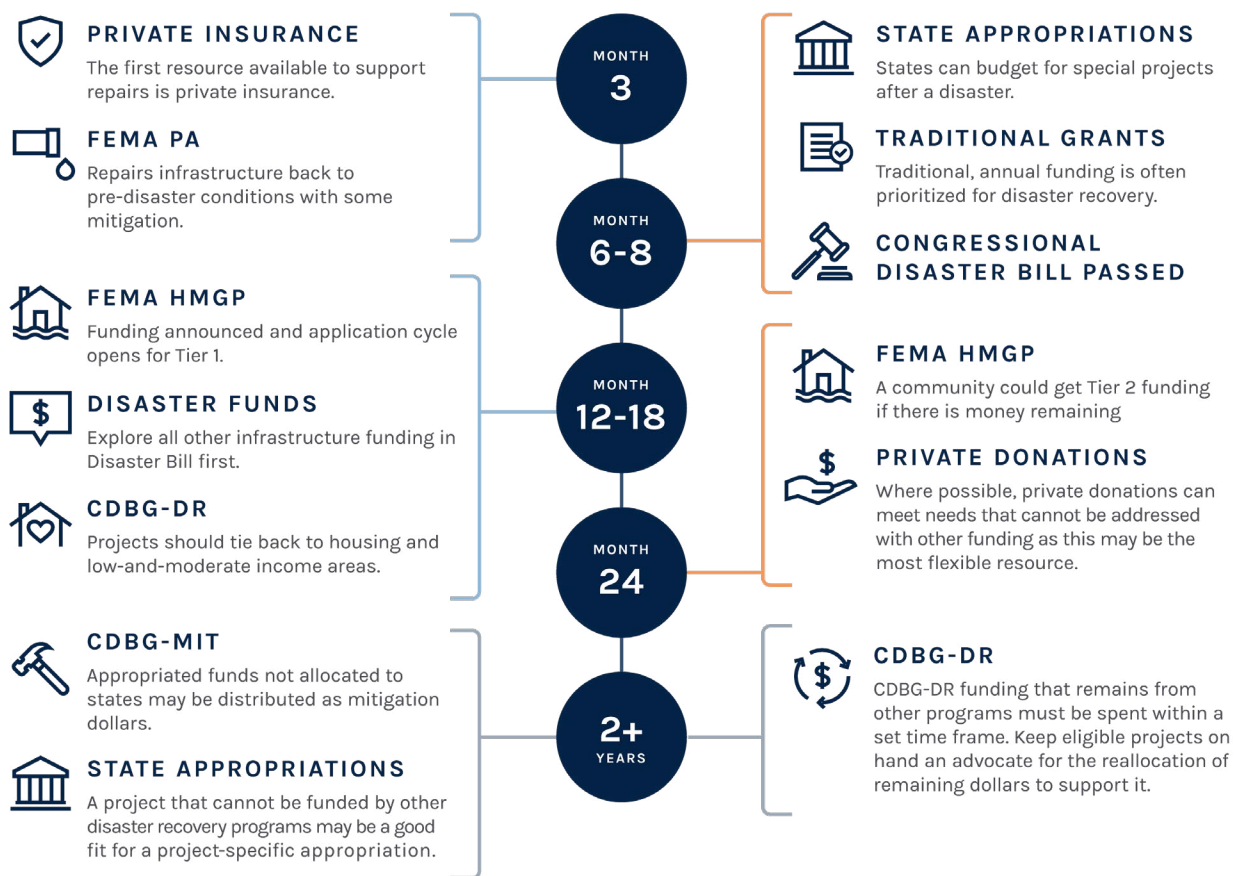
To complement the initial list of recommended actions to improve recovery outcomes across cultural communities in New Orleans, the RSF 6 Working Group also identified potential implementation and funding partners:

- National Independent Venue Association (NIVA)
- Small Business Association (SBA)
- National Endowment for the Arts (NEA)
- New Orleans Tourism and Cultural Fund (NOTCF)
- Private foundations and individual donors

LEVERAGING FEDERAL FUNDING FOR RECOVERY

One of the primary ways U.S. cities access resources for short- and long-term disaster recovery is via federal grants. Various federal agencies, particularly FEMA and the U.S. Department of Housing and Urban Development (HUD), have specific types of recovery funding after disasters and designed to support public sector restoration and rebuilding, individual and family recovery, and then other needs unmet by other resources. The City of New Orleans has a great deal of institutional experience managing these types of funds, as well as relationships with agency-specific subject matter experts. As mentioned earlier in this chapter, those capacities should be reviewed, confirmed, and planned for on a continuous basis.

Figure 18: Post-Disaster Funding Timeline: Major Funding Sources for Infrastructure and Public Facilities



Source: OVID Solutions

A Presidential Disaster Declaration may authorize the types of disaster assistance described below. Each could be leveraged by the City of New Orleans and each should be reviewed to ensure capacity exists within city government to apply for and manage these resource types:

FEMA Individual Assistance (IA)⁵⁵

- Supplementary federal assistance provided by FEMA under the Stafford Act to individuals and families adversely affected by a major disaster or emergency. Such assistance may be provided directly by the federal government or through state or local governments or disaster relief organizations.

FEMA Public Assistance (PA)⁵⁶

- Supplementary federal assistance provided by FEMA under the Stafford Act to state and local governments or certain private, non-profit organizations other than assistance for the direct benefit of families and individuals.

FEMA Hazard Mitigation Grant Program (HMGP)⁵⁷

- Supplementary federal assistance provided by FEMA under the Stafford Act to states and local governments to implement long-term hazard mitigation measures after a major disaster declaration.

FEMA Community Disaster Loan Program (CDL)⁵⁸

- The CDL program provides financial assistance to local governments that are having difficulty providing government services due to lost tax or other revenue following a disaster.

HUD Community Development Block Grant—Disaster Recovery (CDBG-DR) and Mitigation (CDBG-MIT)⁵⁹

- HUD provides flexible grants to help cities, counties, and states recover from Presidentially declared disasters, especially in low-income areas, subject to availability of supplemental appropriations.

Federal Transit Administration (FTA) Emergency Relief⁶⁰

- FTA may provide assistance to public transit operators for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage in an emergency or major disaster.

Federal Highway Administration (FHWA) Emergency Relief⁶¹

- Assistance for the repair or reconstruction of federal-aid highways and roads on federal lands which have suffered serious damage as a result of natural disasters or catastrophic failures from an external cause.

55 FEMA. Individual Assistance. Available at: <https://www.fema.gov/assistance/individual>.

56 FEMA., Assistance for Governments and Private Non-Profits After a Disaster. Available at: <https://www.fema.gov/assistance/public>.

57 FEMA. Hazard Mitigation Grant Program (HMGP). Available at: <https://www.fema.gov/grants/mitigation/hazard-mitigation>.

58 FEMA. Community Disaster Loan Program. Available at: <https://www.fema.gov/assistance/public/community-disaster-loan>.

59 U.S. Department of Housing and Urban Development. Community Development Block Grant Program. Available at: https://www.hud.gov/program_offices/comm_planning/cdbg.

60 Federal Transit Administration. Emergency Relief Program. Available at: <https://www.transit.dot.gov/funding/grant-programs/emergency-relief-program>.

61 U.S. Department of Transportation Federal Highway Administration. Federal-aid Programs and Special Funding, Emergency Relief Program. Available at: <https://www.fhwa.dot.gov/programadmin/erelief.cfm>.

SBA Disaster Loans⁶²

- SBA provides low-interest disaster loans to businesses, private non-profit organizations, homeowners, and renters to repair or replace real estate, personal property, machinery and equipment, and inventory and business assets.

U.S. Department of Labor (DOL) National Emergency Grants (NEG)⁶³

- NEGs temporarily expand the service capacity of Workforce Investment Act Dislocated Worker training and employment programs at the state and local levels by providing funding assistance in response to large, unexpected economic events that cause significant job losses.

62 U.S. Small Business Administration. Disaster Loan Assistance. Available at: <https://disasterloanassistance.sba.gov/ela/s/>.

63 U.S. Department of Labor, Employment and Training Administration. National Dislocated Worker Grants. Available at: <https://www.dol.gov/agencies/eta/dislocated-workers>.

5.5 Collective Capacity Building

Planning ahead for disaster recovery can seem distant, so annual recovery planning for individuals, families, and organizations should be connected whenever possible with other aspects of managing disasters.

Each year, the City and its partners host exercises and trainings that simulate disasters to develop clear expectations, confirm roles and responsibilities, and to identify any process improvements that may be necessary. Pairing recovery topics with existing disaster-related activities, trainings, and communications is a way to help build community capacity by leveraging established avenues of engagement.

COMMUNITY CAPACITY BUILDING

Engaging and building community capacity is considered a critical component of the CRF. Community Capacity Building focuses on providing the means and empowering all members of a community to develop skills and increase their knowledge to take better control of their own situations while also contributing to inclusive local development. This progress within the capacity building process can be accelerated and advocated by the local government structure and/or authorities so that power and capacity ultimately become embedded within the community.

To effectively build community capacity within the New Orleans cultural community, it is recommended that training and topic areas be centered around the core principles of the NDRF. The nine NDRF core principles are:

1. Individual and Family Empowerment
2. Leadership and Local Primacy
3. Pre-Disaster Recovery Planning
4. Partnerships and Inclusiveness
5. Public Information
6. Unity of Effort
7. Timeliness and Flexibility
8. Resilience and Sustainability
9. Psychological and Emotional Recovery⁶⁴

By centering capacity building around these nine core principles, the cultural community will maximize their opportunity in achieving recovery success. The community should allow for

⁶⁴ U.S. Department of Homeland Security. (2016). National Disaster Recovery Framework. Available at: https://www.fema.gov/sites/default/files/2020-06/national_disaster_recovery_framework_2nd.pdf.

these efforts to span throughout the calendar year and not targeted/specific windows or time-frames. This allows for continuous education opportunities and maximum inclusion for all.

It will be important for the City and the RCAC to build trust with the community to create positive change resulting in more efficient and effective recovery efforts. This will require thoughtful relationship building with community members or representatives of these communities and having relevant knowledge of the cultural aspects of these communities. The creation of a year-round Community Capacity Building (CCB) public outreach program through a format of public meetings, government/non-governmental organization hosted workshops and training events, designated special themed days throughout the year with city/parish wide activities for citizens, and public service announcements (PSAs)/messaging will create a solid foundation that can be repeated and built upon for years to come.

These delivery methods and outreach should contain content that is focused around the nine core principles. For example, New Orleans should consider assigning each of the core principles to a month in the year and hosting public trainings/forums/workshops centered around each principle.

Community Considerations

Invite community leaders to serve on panel discussions, provide presentations, allow for meet and greet with community providers that all align with this core principle.

- All community members must have equal opportunity to participate in community recovery efforts in a way that materially helps them and other community members and can also help improve processes for future recovery efforts.
- Care must be taken to assure that actions, both intentional and unintentional, do not exclude groups of people based on race, color, national origin (including limited English proficiency), religion, sex, or disability.
- A successful recovery is about the ability of individuals and families to rebound from their losses in a manner that sustains their physical, emotional, social and economic well-being.
- Topics discussed during the forum may include but are not limited to:
 - Public Health and Health Care
 - Emotional and Psychological Resources
 - Permanent Housing Solutions

The planning team should consider creating a full time CCB training team to develop the content, create a course/workshop/forum list, recruit instructors/speakers, and execute scheduling. This concept can be applied to each forum/training/workshop and followed up throughout the month with PSA campaigns to keep the flow of information to the community following each event. It may be beneficial to work through the insurance industry or another partner to provide incentives for attendance/participation. Examples may be a re-

duction in insurance rates for attending quarterly events. Possibly some sort of fee waiver for those requiring emotional or psychological support. The incentive should be aligned to the topic if possible.

Implementation of a CCB outreach program will allow the entire community to eventually demonstrate a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters. Through this, existing capacities that can be identified, enhanced, and supported, should be inventoried so that they can contribute to best practices that are later created.

TABLE-TOP EXERCISES

Table-top exercises are typically used among disaster management stakeholders to simulate preparedness and response to a disaster to focus on coordination and collaboration. These exercises are very effective tools in continuous improvement and to serve as regular reminders about roles, responsibilities, and available tools. Whenever possible these exercises should be leveraged to also consider disaster recovery resources and processes to facilitate smooth transitions from response to recovery. Additionally, while these types of exercises are typically limited to active stakeholders, organizers should consider including members of the public to help illuminate disaster decision-making processes by City officials as well as offer opportunities for individuals and families to share their concerns and anticipated needs during disaster recovery—all while in a safe space.

These exercises should be done annually and repeated as needed to engage as many New Orleanians as possible, with a special focus on engaging those special populations subject to specific or increased vulnerabilities. Recovery simulations can go beyond the controlled environment of a table-top exercise. The City should work with local advocates and creative professionals to design ways to explore disaster recovery scenarios in creative ways.

NOHSEP also trains and activates teams of emergency response volunteers through the NOLA Ready Volunteer Corps. This program trains community members in various emergency response tactics, including City-Assisted Evacuation, shelter operations, pet evacuation and sheltering. Where possible, these training efforts should be expanded to include education about typical disaster recovery timelines, resources, and operations.



CHAPTER 6:

**RECOMMENDATIONS
AND CONCLUSION**

**COMPREHENSIVE
RECOVERY FRAMEWORK**

6.1 Overview

New Orleanians have more experience with disaster recovery than most and have learned a great deal from years of challenges and successes.

The years since Hurricane Katrina have seen the development of robust and centralized disaster response, hazard mitigation, climate resilience, and climate action plans by the City of New Orleans—all while recovering from and facing other disasters. The Comprehensive Recovery Framework (CRF) represents a strong step in leveraging that experience to formally fill a coordination gap across the disaster management continuum in New Orleans. .

The CRF primarily serves to formalize a well-organized approach to disaster recovery based on the experience of New Orleanians along with best practices from around the world. The CRF is both an operational plan and a vision document, establishing a Disaster Recovery Framework for governance and implementation of disaster recovery actions as well as evaluative criteria for recovery efforts related to the core recovery values of the City of New Orleans, namely equity, sustainability, and resilience.

Developing and implementing the CRF has six central purposes, which each set of recommendations seeks to achieve:

- 1.** To establish disaster recovery as a distinct phase of disaster management for the City of New Orleans and its partners
- 2.** To organize a predictable, flexible, and scalable framework for disaster recovery leadership and management for the City of New Orleans and its partners
- 3.** To serve as leverage when seeking additional recovery resources from public and private sources before and during disaster recovery
- 4.** To serve as a guidance document for all future disaster-specific recovery planning efforts
- 5.** To document goals and metrics for recovery progress before a disaster and provide a framework for continuous improvement efforts
- 6.** To map capacities and collaboration expectations of implementation partners providing services during disaster recovery

With these purposes in mind, the CRF lays out recommendations for how to take confident steps toward a well-managed and organized disaster recovery no matter what challenges face us.

6.2 Recommendations

The key recommendations of the CRF cover governance and organization, goal setting, progress measurement, and continuous improvement, with particular attention and focus on values-based goals and implementation. Each chapter of the CRF details recommendations for creating a fully built-out disaster recovery structure based in city government with close partner collaborations. Because the CRF is based on an ideal structure, it is not assumed that current resources could support the full Disaster Recovery Framework nor the rigor of the continuous improvement plan. However, the CRF should be leveraged whenever possible to seek additional funding to build out these capacities during steady-state and recovery periods.

A PREDICTABLE AND FLEXIBLE GOVERNANCE FRAMEWORK

The core set of recommendations for organizing a predictable, flexible, and scalable framework for disaster recovery is detailed in Chapter 2. The Disaster Recovery Framework is primarily a guide to formalizing authority, collaboration, and accountability via clear governance structure. The first step to take is formalizing the ideal Recovery Leadership Team, including an accountable Recovery Leader (who might not be permanent), a Plan Leader to maintain the CRF and its goals, and a Data & Accountability Leader to channel progress and challenges reporting throughout recovery. Next is to establish Recovery Management Teams (RMTs) to perform the day-to-day work of recovery. They will mostly be made up of existing departments and agencies but will formalize their collaboration during recovery to share resources, capacities, and information.

Outside city government, the Recovery Community Advisory Committee (CAC), which was established as part of the CRF planning process, will have critical roles in service delivery for communities as well as managing flows of information and resources to help contribute to collective progress reporting and the documentation of ongoing needs. The CRF recommends the Recovery CAC roster be evaluated for the widest and deepest capacity to reach communities during recovery as well as opportunities to collect, analyze, and share information to improve long-term recovery efforts.

VALUES-BASED IMPLEMENTATION

Efficiency

The Recovery Support Function (RSF) structure is designed to create focus and structure for the wide-ranging activities necessary during disaster recovery. Where it is possible city government leaders via the Recovery Leadership and RMT structures will guide more centralized resource management and service delivery for recovery. However, in most cases, collaborations with other partners will be necessary to provide high levels of service to those

facing recovery needs. The RSF meeting and collaboration structure can help achieve the efficiency necessary to seek, receive and process funding and quickly refer those in need to the appropriate implementation partner. Chapter 3 highlights goals for each RSF as well as metrics and indicators to mark progress and challenges during disaster recovery. Regularly marking progress against these goals and building off the stated indicators will inform recovery operations and focus efforts.

Equity

New Orleanians face extreme challenges due to past injustices and contemporary persistent inequities. Disasters can serve to exacerbate inequality and suffering unless special attention and resources are dedicated to vulnerable communities—leveraging recovery to improve overall quality of life and opportunity. As part of this focus for recovery, it is recommended that policies, procedures, and future planning efforts be screened for equity benefits, beginning with the following questions:

- Does the policy, procedure, or activity actively include populations who are not adequately reached via traditional methods?
- Are special considerations being given to the ability for diverse populations to equitably access and materially benefit from recovery efforts and resources?
- Is the reach and efficacy of the recovery communication or activity being communicated back to the general public and community advocates?

Sustainability

With the development and release of the City's resilience strategy and climate action strategy, New Orleans declared its intentions to center sustainability and resilience in operations and leadership. Much like how recovery should be an opportunity to redress inequities that were present before disaster, it can also offer the chance to rebuild stronger, more efficiently, and with less contribution to climate change. The CRF recommends exploring increased resilience and sustainability standards through rebuilding, procurement, and energy regulation. For potential policies and programs, the following questions could be used to screen for sustainability benefits:

- Does the policy or procedure promote environmentally sustainable rebuilding practices?
- Does the policy or procedure contribute to transportation mode shift from private cars toward active transportation?
- Does the policy or procedure improve the environmental health of public and private spaces?
- Does the policy or procedure advance the goals of the City's Climate Action Plan to reduce greenhouse gas emissions?

Culture

There are specific recommendations throughout the CRF focused on the cultural community. New Orleans celebrates and relies on its cultural community throughout the year—during good times and bad. Yet, many musicians, artists, and traditional culture bearers are often living under precarious economic circumstances. A focus on tangible and intangible cultural resources as part of RSF 6 is an intentional action to prioritize and support the people who make New Orleans unique. There have been various publications⁶⁵ about the importance of arts and culture to a recovery and disaster risk mitigation process, but the recognition that the cultural community needs to recover and build a stronger economic and social safety net needs to be a central consideration in New Orleans recovery planning. RSF 6 has an important role in pursuing an equitable disaster recovery for the cultural community and needs to be fostered with proactive engagement throughout the year while also being sensitive to irregular hours and major seasonal swings in patterns of cultural production and economic activity. Recovering from disaster should make it easier to undertake cultural activities—not restrict them further. New Orleans is defined by its unique cultures, and we have a responsibility to help those who create them recover faster and stronger.

A CONTINUOUS IMPROVEMENT MODEL

Chapters 4 and 5 detailed a continuous improvement model for disaster recovery in New Orleans, encouraging regular review of recovery capacities, policies, procedures, and plans. This differs from formal plan maintenance, which should occur more or less in line with updates to the Hazard Mitigation Plan, or every five years. Continuous improvement should be a year-round collaboration among Recovery Leadership, RMTs, community partners and stakeholders, and the public. Implementing the three overarching phases of continuous improvement—learning, sharing, and implementing—will take close coordination and a forward-thinking approach to addressing barriers proactively.

Learn

New Orleans has experienced a disproportionate number of disasters and overlapping recovery periods since Hurricane Katrina, more than 17 years ago. Part of arriving at the development of the CRF comes from documented learning during the complex recovery period following many hurricanes, economic and public health crises, and other disasters in New Orleans. Learning as part of continuous improvement means proactively document challenges and opportunities to improve throughout recovery experiences as well as new best practices in the field. These documentation efforts are invaluable to setting the stage for future improvement.

⁶⁵ For example, see FEMA's Guide to Expanding Mitigation, available here: https://www.fema.gov/sites/default/files/documents/fema_mitigation-guide_arts.pdf.

Share

Come together with a Whole Community approach—with members of public, private, and civil society organizations as well as the public—to review policies, procedures, and plans that could be updated to improve recovery services. These are also capacity building opportunities, where more people can become familiar with disaster recovery resources and processes to help make an uncertain time a little more predictable.

Implement

Perhaps the most difficult element of continuous improvement, but also the most critical, implementing the regularly updated improvement plan requires work from various recovery actors and will inevitably bring changes to steady-state and recovery operations. The annual improvement plan will be made up of policies, procedures, and plans that should be created or updated to improve recovery and will be prioritized based on stated benefits to the recovery process and approaches to equity and sustainability and resilience.

6.3 Conclusion

This CRF represents a first step toward a well-organized future disaster recovery in New Orleans.

Historically, disaster recovery has been an ad hoc process with a wide variety of funding sources, implementation partners, and shifting needs. That wide variety is unlikely to change, particularly as cities like New Orleans face more and increasingly complex disasters.

The CRF is not intended to be static document, but rather a series of frameworks to be implemented, reviewed, and improved on a regular basis. Community needs during and across recovery periods are not static, and neither should the City and its partners' approach to recovery. One of the National Disaster Recovery Framework (NDRF) principles for successful disaster recovery is Organizational Flexibility, and the CRF is intended to establish an ideal starting point with an expectation of modification and adaptation.

One of the biggest challenges for New Orleans will continue to be recovering from disaster while preparing for and responding to the next one. This layered pressure on city government and civil society can be extreme but focusing on organizing recovery to create predictable and adaptive organizational systems can hedge against the uncertainty of the future.

This edition of the CRF is by no means exhaustive or complete when it comes to pre-planning operations, creating new policies, or defining ideal outcomes. However, if used as a starting guide to operationalizing disaster recovery efforts, New Orleans can leverage its hard-earned organizational knowledge and capacity to better lead, manage, and deliver a faster, more complete, and more just recovery for New Orleanians.



APPENDIX 1:

ADDITIONAL RELEVANT PLANNING FRAMEWORKS

COMPREHENSIVE
RECOVERY FRAMEWORK

Overview

A summary of additional planning frameworks connected to the Comprehensive Recovery Framework are included below.

APPENDIX 1 TABLE 21: CONTINUITY OF DISASTER PLANNING

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action	U.S. Department of Homeland Security Federal Emergency Management Agency	Full Continuum	Disaster Planning Framework	This document presents a foundation for increasing individual preparedness and engaging with members of the community as vital partners in enhancing resiliency through a Whole Community approach. It provides an overview of core principles, key themes, and pathways for action that have been synthesized from a year-long national dialogue around practices already used in the field and can act as a starting point for those learning about the approach or looking for ways to expand existing practices and to begin more operational-based discussions on further implementation of Whole Community principles.	Forms the basis of the approach to the CRF Planning Process
Comprehensive Emergency Operations Plan (CEOP) 2022	New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)	Full Continuum	Operational	Establishes fundamental policies, program strategies, and assumptions for a City-wide comprehensive emergency management program.	Provides framework for the full disaster continuum

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
City of New Orleans Comprehensive Emergency Operations Plan under Annex IV 2019	New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)	Recovery	Operational	The CEOP Annex IV references the Comprehensive Recovery Framework as the guiding framework for the recovery phase. This annex calls for an RSF-driven Recovery Action Plan and establishment by ordinance of a Recovery Action Team. This section frames post-disaster recovery goals as restoring the "full function" of the community.	Calls for the creation and use of the CRF to guide the Recovery phase.
City of New Orleans NOHSEP/CEOC Continuity of Operations Plan	New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)	Response	Operational	The Continuity of Operations Plan (COOP) describes how staff, facilities and equipment should be managed during a disaster to ensure continuity of operations during a disaster response.	The resources and management approach described in this plan may be adapted for the recovery phase and activities
City of New Orleans Hazard Mitigation Plan 2020	New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)	Mitigation	Operational	The HMP is a FEMA-required plan that guides the city's awareness and coordination of hazard mitigation processes and plans. The process of building and maintaining the plan connects disaster and other first-responder resources with a broad range of city services and other key stakeholders from business, nonprofit, cultural, and the general population	Recovery activities guided by the CRF will inform mitigation efforts that follow. Hazards scoped in the Hazard Mitigation Plan should be addressed in the CRF.

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
Sewerage & Water Board of New Orleans Emergency Operations Plan 2017 - 2020	SWBNO	Full Continuum	Operational	The SWB Emergency Operations Plan (and other related Annexes) outlines the Board’s procedures for responding to any emergency impacting water management and water supply capabilities	The S&WB EOP and complementary Business Continuity Plan operate in tandem with the City’s EOP, which informs emergency preparedness actions, incident response structures, and processes for return to normal function.
City Hall Emergency Guidebook 2015	New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)	Response	Operational	Employee guide to emergencies outlining building information, emergency phone numbers, how to evacuate people with disabilities, how to address specific situations – first aid, active shooter, fire, suspicious package/bomb threat, tornado, chemical emergency, terrorism, hurricane, personal crisis, etc.	Focuses on short-term emergency actions. CRF may build upon these to articulate longer-term, recovery actions
Housing Authority of New Orleans: Hurricane Emergency Preparedness Plan	HANO	Preparedness	Operational	HANO’s Hurricane Emergency Preparedness Plan details the agency’s preparedness efforts with a focus on how they interact and connect with the City’s preparedness activities.	This plan that should be interoperable with the CRF.

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
Emergency Sheltering Plan: The Comprehensive All-Hazards Sheltering Plan for the City of New Orleans 2022	City of New Orleans	Response	Operational	This document describes the city's plan for emergency sheltering after a disaster. The plan is designed to seamlessly integrate with the city's Comprehensive Emergency Operations Plan.	Emergency sheltering is the antecedent to long-term housing following a major disaster. Knowledge of the sheltering system will inform a successful long-term housing recovery.
Climate Action Strategy 2017	City of New Orleans	Recovery, Mitigation, Preparedness	Future-forward strategy	The Climate Action strategy proposes a series of actions in the major categories of energy, transportation, waste, and culture that form a roadmap to increased climate resilience. The goals set in the Climate Action Strategy should inform recovery activities and objectives.	Throughout the CRF planning process, opportunities to enhance resilience while restoring critical systems and the community to wholeness should be identified and incorporated.
Resilient New Orleans 2015	City of New Orleans	Recovery, Mitigation, Preparedness	Future-forward strategy	This Strategy document outlines a vision and series of actions intended to help the City adapt to climate change, advance economic equity and access to opportunity, and transform city systems. All actions are intended to advance overall resilience goals, both in advance of and in the event of shocks, stresses, and/or disaster events, and thus frame some of the potential goals of recovery	Some strategies and actions listed under "Transform City Systems" in this document specifically target recovery planning (including explicitly calling for the CRF itself).

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
Housing for Resilient New Orleans 2016	City of New Orleans	Recovery, Mitigation, Preparedness	Future-forward strategy	Framework of initiatives, performance measures and policies to support affordable housing and reduce housing insecurity in New Orleans. Goals to align & connect housing to investments to infrastructure, transportation, workforce, education and economic development.	Provides a summary of housing challenges facing New Orleans alongside studies and initiatives to address these challenges. This plan can help prioritize recovery activities and may also inform tools that can support recovery, such as a map of neighborhood assets and opportunities.
Climate Action Equity Report	Climate Action Equity Project - City of New Orleans	Mitigation	Future-forward strategy	The Climate Action Equity Project report describes climate actions through the lens of addressing equity issues in New Orleans. As a follow-on to the Climate Action Report, this document adds details and priorities to climate change mitigation activities to reduce inequities in New Orleans.	Recovery visions, goals and activities should support the goals and actions described in this report. The Equity framework used in this report should also be upheld in the CRF.
2016 New Orleans Cultural Economy Snapshot	City of New Orleans	Recovery, Mitigation, Preparedness	Existing Conditions	Provides an overview of core cultural industries with data compiled from NAICS codes. The snapshot provides general descriptions relative to economic impact and broad employment numbers and trends and defines segments of Louisiana's cultural economy.	May support in directing recovery attention to cultural industries with high needs

PLANNING FRAMEWORK	AGENCY / DEPARTMENT	DISASTER PHASE	PLAN TYPE	PLAN FUNCTION	RELATIONSHIP TO CRF
Assets & Opportunity Profile: New Orleans 2012	CFED (Corporation for Enterprise Development)	Preparedness	Existing Conditions	CFED's document highlights the relatively high level of "asset poverty" in New Orleans. Asset poverty is a measure of how many households would not have sufficient assets to live at the federal poverty level for three months if their income stopped.	Identifies vulnerable populations that may need to be prioritized in recovery
City of New Orleans Business Continuity Guide	City of New Orleans	Preparedness	Resource Mapping	The guide provides an overview of disaster preparedness and business continuity resources available for businesses in New Orleans. Additionally, it provides a preparedness survey of local businesses and several case studies of well-prepared businesses.	Outlines the needs of the New Orleans business community as well as resources to increase preparedness. Informs recovery activities for businesses



APPENDIX 2:

NATIONAL DISASTER RECOVERY FRAMEWORK SUCCESS FACTORS

COMPREHENSIVE
RECOVERY FRAMEWORK

National Disaster Recovery Framework

Success Factors

The NDRF identifies seven success factors for achieving successful disaster recovery:⁶⁶

1. Effective Decision-Making and Coordination

- Recovery leadership defines roles and responsibilities for all stakeholders and participants.
- Businesses, nonprofits, and local community leadership examine recovery alternatives, address conflicts, and make informed and timely decisions that best achieve recovery of the impacted community.
- Organizations providing leadership or assistance for recovery establish realistic metrics for tracking progress, ensuring accountability, and reinforcing realistic expectations among stakeholders.
- Governments, voluntary, faith-based, and community organizations provide assistance to track progress, ensure accountability, and make adjustments to ongoing assistance.

2. Integration of Community Recovery Planning Processes

- Communities engage in pre-disaster recovery planning and other recovery preparedness, mitigation, and resilience-building work.
- Individual, business, and community preparation and resilience-building provide a foundation for recovery plans that improve the speed and quality of post-disaster recovery decisions.
- The public-private partnership under the National Infrastructure Protection Plan facilitates broad coordination and information sharing among all levels of government and private sector owners and operators of critical infrastructure.
- The community develops processes and criteria for identifying and prioritizing key recovery actions and projects.
- The community's recovery leadership creates an organizational framework involving key sectors and stakeholders to manage and expedite recovery planning and coordination.
- Recovery authorities revise existing local- and State-level emergency response contingencies to include recovery planning best practices and other preparedness, mitigation, and community resilience building work.

3. Well-Managed Recovery

- Well-established, pre-disaster partnerships at the local, State, tribal, and Federal levels, including those with the private sector and NGOs, help to drive a successful recovery.
- Recovery stakeholders leverage and coordinate disaster and traditional public and NGO assistance programs to accelerate the recovery process and avoid duplication of efforts.

⁶⁶ FEMA (2017). Pre-Disaster Recovery Planning Guide for Local Governments. Available at: <https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>.

- Communities seek out, interface, and coordinate successfully with outside sources of help, such as surrounding governments, foundations, universities, nonprofit organizations, and private sector entities—a key element in rapid recovery.
- Readily available surge staffing and management structures support the increased workload during recovery, such as code enforcement, planning, communications, grant-writing, and management.
- Recovery leadership establishes guidance for the transition, including the transfer of roles and responsibilities from response operations, to recovery, and finally to a new normal state of community functioning.
- Leaders ensure compliance with architectural standards and programmatic accessibility during recovery.

4. Proactive Community Engagement, Public Participation, and Public Awareness

- Stakeholders collaborate to maximize the use of available resources to rebuild housing, infrastructure, schools, businesses, and the social-historical-cultural fabric of the impacted community in a resilient manner; and to provide health care, access, and functional support services.
- All community perspectives are represented in all phases of disaster and recovery planning; transparency and accountability in the process are clearly evident.
- Communities create post-disaster recovery plans that can be implemented quickly and recovery resources are maximized. Local opinions are incorporated so that community needs are met in a more holistic manner.
- Public information is accessible to everyone throughout the recovery process. Messaging includes captioning, large print, Braille, interpretation, and translated materials, to ensure effective communication with individuals with disabilities and to facilitate access to information for individuals with limited English proficiency.
- Continuous and accessible public information campaigns targeted toward community members on various recovery programs, and knowing leadership's commitment to short-term, intermediate, and long-term recovery, as well as the overall recovery progress, increase public confidence.

5. Well-Administered Financial Acquisition

- Community stakeholders need to understand and have access to broad and diverse funding sources in order to finance recovery efforts.
- The community's knowledge and professional administration of external programs greatly aid the recovery progress.
- Resource providers collaborate to provide program flexibility and financial planning, recovery management, and program administration support in a post-disaster environment.
- Recovery management programs support the development and maintenance of adequate financial monitoring and accounting systems for new and large levels of investment. Management programs include systems that detect and deter fraud, waste, and abuse.
- Federal recovery expenditures maximize the use of local businesses to promote local economic development.

6. Organizational Flexibility

- Organizational structures for coordinating recovery assistance are scalable and flexible.
- Recovery structures at all government levels evolve, adapt, and develop new skills and capacities to address the changing landscape of post-disaster environments.
- Functional and effective intergovernmental relations influence the efficiency of the recovery process.
- Organizational flexibility facilitates the application of laws, regulations, and policies in the context of disaster and enhances the government's adaptability to govern in unforeseen disasters.
- Flexible staffing and management structures enhance the adaptability of the governmental structure.
- Engaging in more partnerships before a disaster helps reduce or avoid the challenges of establishing new partnerships in a post-disaster environment.
- Organizational flexibility is compatible with the integrity and accountability of taxpayer-funded programs.

7. Resilient Rebuilding

- The community rebuilds a sustainable future, factoring in the ecological, economic, and local capacity considerations.
- The recovery is an opportunity for communities to rebuild in a manner that reduces or eliminates risk from future disasters.
- Communities can incorporate stronger building codes and land use ordinances. Vulnerable structures can be retrofitted, elevated, or removed from harm.
- Community members, businesses, and local governments can incorporate risk reduction strategies into governance and local decision-making. Critical factors for recovery have also been identified at the local and the regional levels. These factors have been further defined in concrete operational terms that explain which activities and objectives must take place first for other actions and resulting conditions to occur. The Association of Bay Area Governments, which represents more than 100 California cities and counties, reported in an International City/County Management Association publication that among the members it surveyed, the following factors are the most critical to successful recovery:
 - Financing
 - Expediting long-term housing recovery
 - Supporting recovery of downtown businesses and the local economy
 - Ensuring local government facilities and services recover smoothly