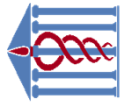


Recovery Planning for Public Health: Practical Guidance



OFFICE OF
PUBLIC HEALTH
PREPAREDNESS



DEVANE
INSTITUTE FOR
EMERGENCY
PREPAREDNESS

Introductions

Mea Allen, M.Ed.
Associate Director
Education and Training

Michael Colanti, MBA, CEM
Associate Director
Emergency Planning & Operations

About Us

Our Vision:

A resilient Boston through healthy, informed, and connected communities that are supported every day and during emergencies by strong, integrated public health and healthcare systems.

- Community fares better after an emergency
- Equitable access to health and human services during and after emergencies



About Us

- Local public health authority
- ESF #8 lead for the City of Boston
- Sponsoring organization for healthcare coalition



Have You Worked on Recovery Planning?

Raise your hand if:

1. I've thought a bit about it
2. I've done a lot of reading and thinking about it
3. I have helped my agency start drafting a recovery plan
4. I've helped my agency with our completed recovery plan

Our Focus on Recovery Planning

Planning for City of Boston

- Drafting community recovery plan
- Northeastern University capstone project

Instructor-Led Training

- 4-week course for public health & healthcare in Massachusetts
- Delivering in December 2018 and May 2019

Why Plan for Recovery?

“All disasters begin and end locally.”

- Recovery is lengthy & complex
- Community health needs increase

Reminder

80 CLIENT INTAKES
at physical assistance center

(April 18-26)



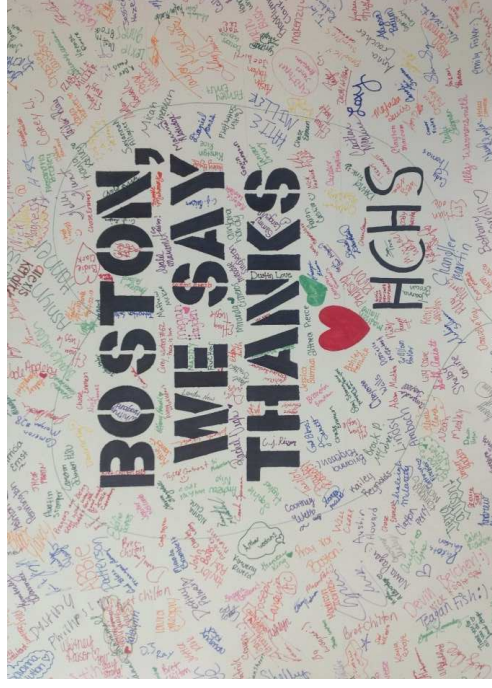

38 CLIENT INTAKES
at virtual assistance center

(April 27 - August 28)




Top Needs and Services Requested

	1 Mental Health Referral	9 Support Groups	
	2 Victim Compensation	10 Crisis Intervention	
	3 Benefit Information	11 Lodging	
	4 Financial	12 Therapy Dogs	
	5 Transportation	13 Unemployment Benefits	
	6 Health Insurance	14 Workers' Compensation	
	7 Legal Assistance	15 Relocation Assistance	
	8 Provision of Medications	16 Housing Modification	



What is Recovery, Anyway?

Definitions of Recovery

A Healthy Community

“A healthy community is one in which a diverse group of stakeholders collaborate to use their expertise and local knowledge to create a community that is socially and physically conducive to health. Community members are empowered and civically engaged, assuring that all local policies consider health. The community has the capacity to identify, address, and evaluate their own health concerns on an ongoing basis, using data to guide and benchmark efforts. As a result, **a healthy community is safe, economically secure, and environmentally sound, as all residents have equal access to high quality educational and employment opportunities, transportation and housing options, prevention and healthcare services, and healthy food and physical activity opportunities.**”

-National Network of Public Health Institutes

Definitions of Recovery

- "...recovery extends beyond simply repairing damaged structures. It also includes the continuation or restoration of services critical to supporting the **physical, emotional, and financial well-being** of impacted community members." – **FEMA NDRF**
- "The restoration, and **improvement** where appropriate, of **facilities, livelihoods and living conditions** of disaster-affected communities, including efforts to reduce disaster risk factors" – **UNISDR 2009**
- "...the process of restoring, rebuilding, and **reshaping** the physical, social, economic, and natural environment through pre-event planning and post-event actions" – Smith & Wenger

Definitions: HPP Capabilities

- “These efforts are intended to promote an effective and efficient return to normal or, ideally, improved operations for the **provision of and access to health care in the community.**”
- “Successful reconstitution and recovery should be guided by efforts to **build back better.**”
 - HPP Capabilities

Our Definition

- “Bounce forward”
- Focus on **people** and **health**
- Holistic view of communities
- Maintain equitable access to healthcare

Guidance & Frameworks

Key Documents: FEMA

Core Capabilities: Recovery



National Disaster Recovery Framework

*Second Edition
June 2016*



Planning

Public Information and Warning

Operational Coordination

(Community Resilience)*

Economic Recovery

Health and Social Services

Housing

Natural and Cultural Resources

Key Documents: FEMA

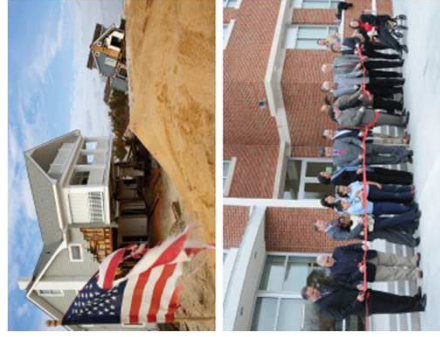


Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents

FEBRUARY 2015



FEMA



Form a Collaborative Planning Team

Understand the Situation

Determine Goals and Objectives

Develop the Plan

Prepare, Review, and Approve the Plan

Implement and Maintain the Plan

Pre-Disaster Recovery Planning Guide for Local Governments

February 2017



FEMA

FEMA Publication FD 008-03

Key Documents: PH & Healthcare

**Public Health
Emergency
Preparedness
and Response
Capabilities**

**National Standards for
State, Local, Tribal, and
Territorial Public Health**

October 2018

Centers for Disease
Control and Prevention
and Response

**National Disaster Recovery
Framework Implementation
in the Healthcare Sector –
A Guidebook on Healthcare
Sector Resiliency**

May 2016

Last Revised: May 24, 2016

Healthcare Coalition Recovery Plan Template

Background

Recovery after a disaster can be the most prolonged and complex phase of emergency management. Recovery includes the restoration and strengthening of key systems and resource assets that are critical to a community's continued viability. Recovery planning should be distinguished from continuity of operations (COOP) planning which seeks to maintain functions during a disaster. Recovery planning focuses on the restoration of services and the development of Health Care Preparedness and Response Capabilities for additional information regarding COOP planning versus recovery planning). ASPR TRACIE developed this template to help healthcare coalitions (HCC) develop/organize their recovery plans. Please note that jurisdictions are not required to use this template nor do they need to follow this exact format (some sections may not be applicable to all HCCs).

During the recovery phase of a major disaster, the focus shifts from Emergency Support Functions (ESF) to Recovery Support Functions (RSF) as outlined in the [National Response Framework](#). The RSF is one of the six RSFs. It addresses healthcare system recovery among the following nine core mission areas:

1. Public Health
2. Healthcare Services
3. Behavioral Health
4. Environmental Health
5. Food Safety and Regulated Medical Products
6. Long-term Responder Health Issues
7. Social Services
8. Disaster Case Management/Referral to Social Services
9. Children and Youth in Disasters

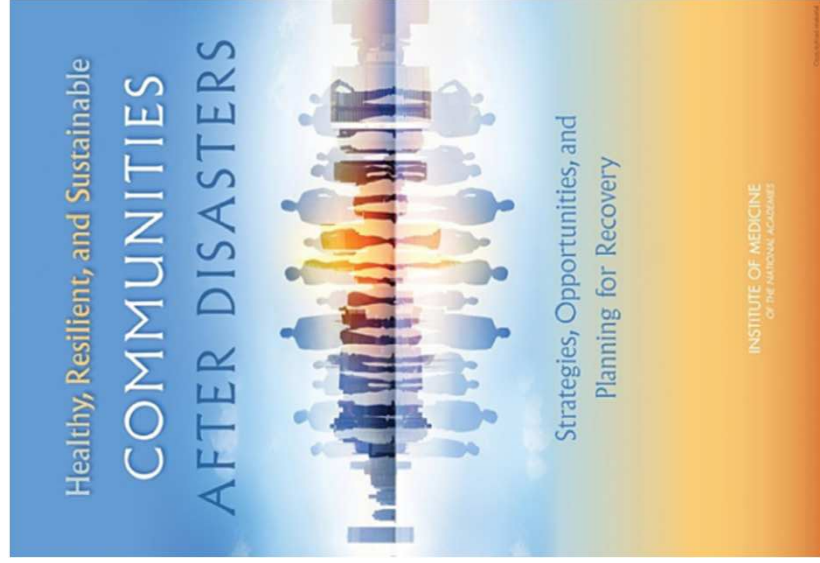
Evaluating incident impact and decisions about restoration of services including how to "rebuild systems" are critical to successful recovery. Thoughtful recovery processes will not simply seek to restore the prior services and infrastructure, but turn the disaster into an opportunity to enhance community resiliency and determine how the services could be provided more efficiently, safely, and cost effectively in the future by evaluating options. Because the HCC involves key partners from emergency medical services (EMS), Emergency Support Function (ESF) 8 (public health and medical services), and emergency management and usually has contacts with ambulatory care, long-term care entities, human services partners, etc., it is important to position as a key recovery partner in the Emergency Recovery HCC coordination table. Mission Statement (MS) and the Emergency Support Strategy (ESS) as well as during implementation and transition back to steady state.

In fact, due to the deliberative and incremental nature of the recovery process, the HCC may have more of a prominent and/or prolonged role during recovery than during response. For example, bringing all the stakeholders to the table to assess impacts on public health and healthcare, establish plans and priorities for restoration of services and resources, support member healthcare organization's delivery of patient care and tracking, and to sort through

1

TRACIE

Key Documents: PH & Healthcare



Essential Functions and Considerations for Hospital Recovery

Harvard School of Public Health
Emergency Preparedness and Response Exercise Program
September 2013

Principles in Recovery Planning

NDRF: Guiding Principles

- **Individual and Family Empowerment**
- Leadership and Local Primacy
- Pre-Disaster Recovery Planning
- **Engaged Partnerships and Inclusiveness**
- Unity of Effort
- Timeliness and Flexibility
- Resilience and Sustainability
- Psychological and Emotional Recovery

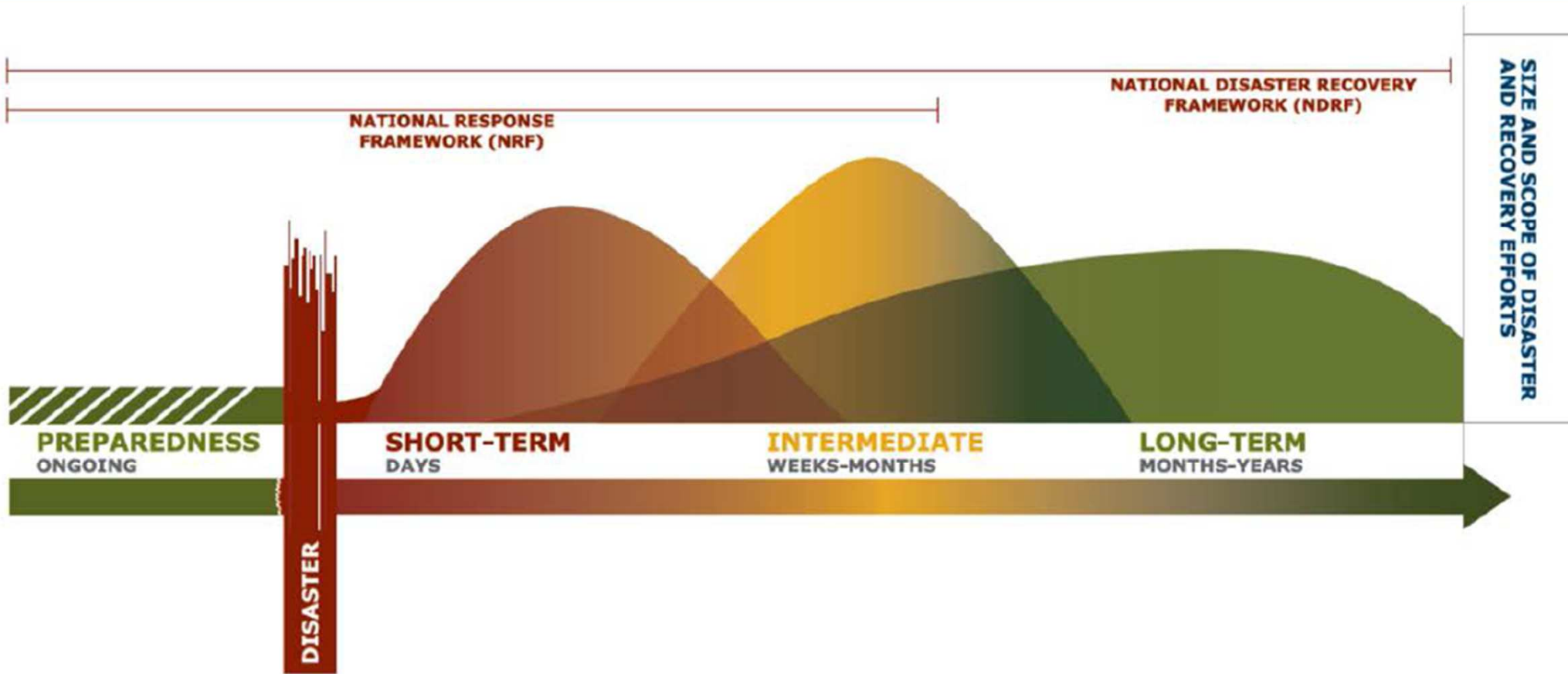
Principles for this Course

- Health equity
- Community resilience
 - Community **health** resilience (*from NHSS*)
- Community partnerships
- Social capital

Recovery = Mitigation = Community Partnerships

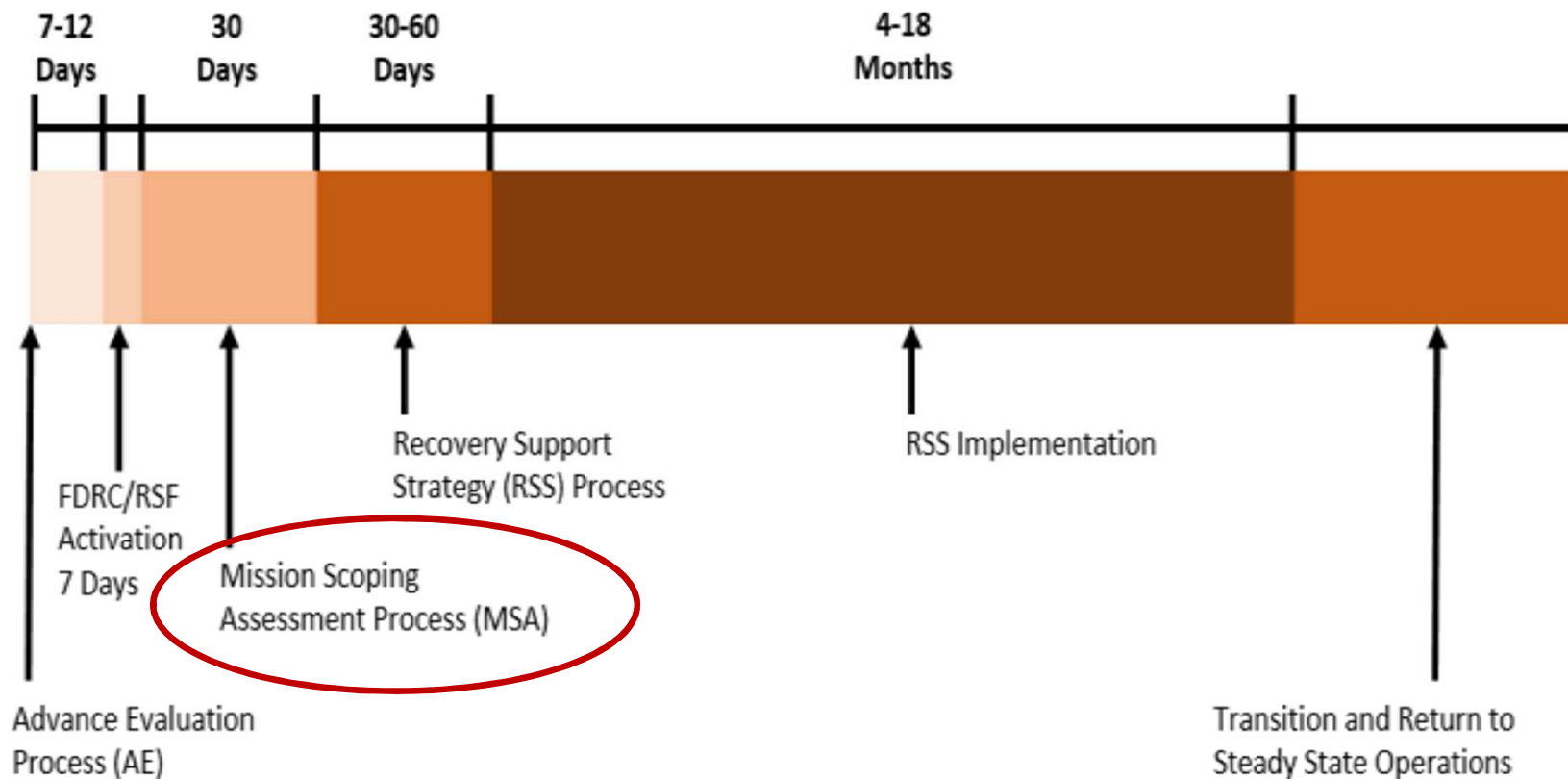
Phases of Recovery

The Recovery Continuum



Source: FEMA National Disaster Recovery Framework (NDRF), p. 5

Enhanced Recovery Coordination Timeline



Source: FEMA Incident Management Handbook, p. 4-24

Roles in Recovery

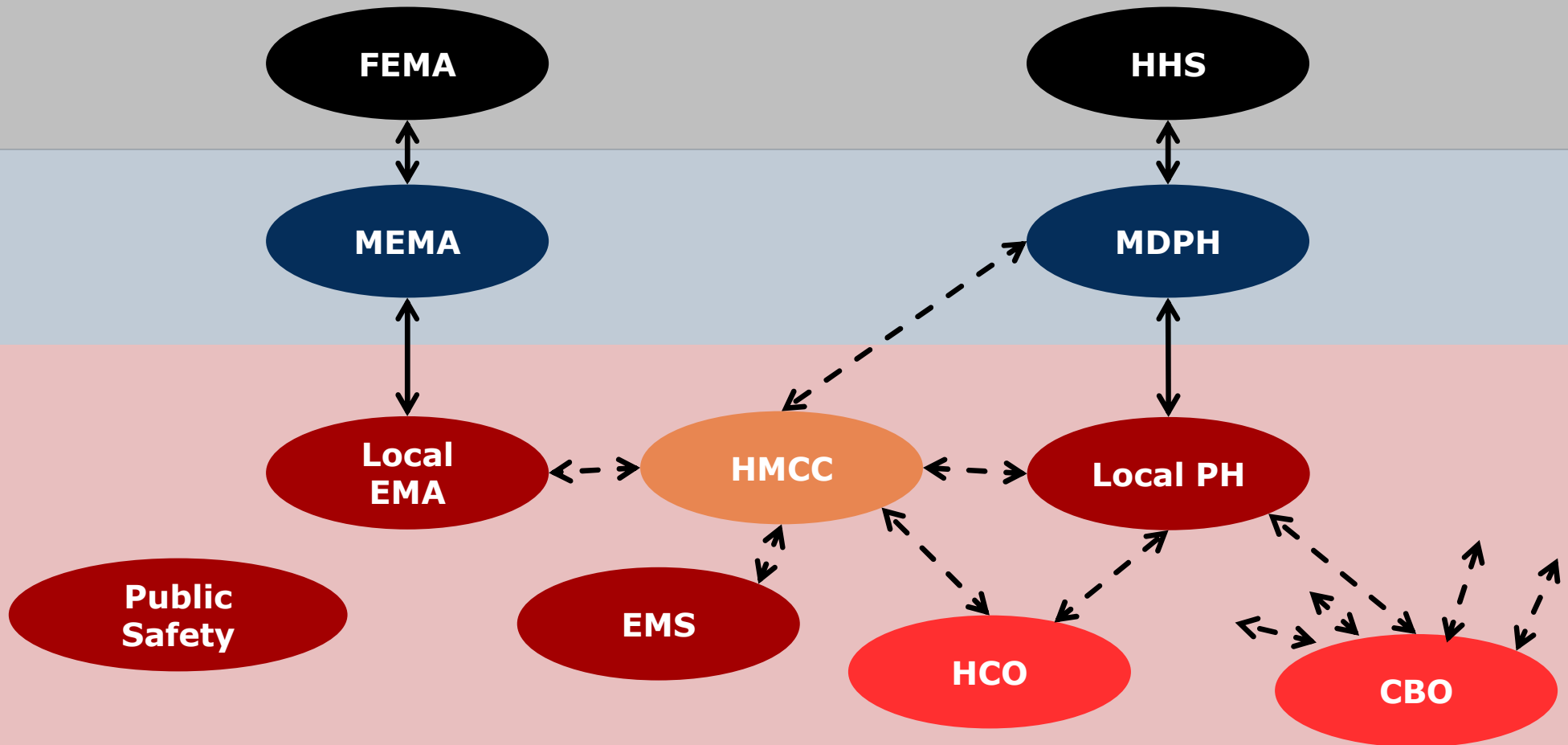
Across Disciplines & Levels of Government

Discussion: Your Role in Recovery

Based on the scenario given, **what would your public health agency's role be in leading & supporting the long-term recovery?**

- Break into groups of ~4 people
- Answer the question

Roles in Recovery



FEMA's Role

Federal Disaster Recovery Coordinator (FDRC)

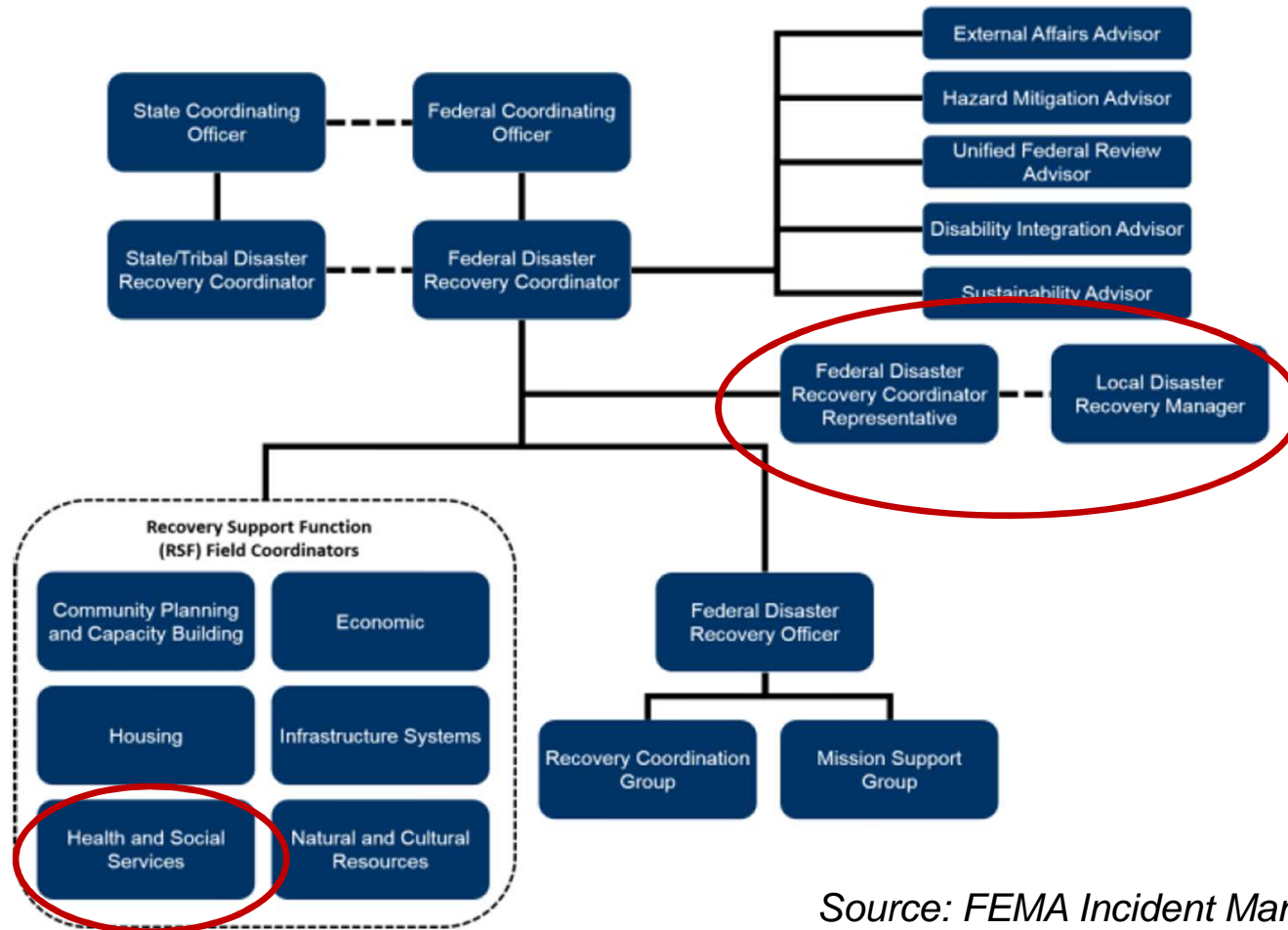


Photo by Christopher Mardorf



Photo by Christopher Mardorf

Use of ICS in Recovery: Federal Level



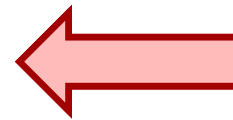
Source: FEMA Incident Management Handbook

HHS Role

Coordinating agency for the **Health and Social Services** RSF, with objectives to:

- **Complete assessment of community health and social service needs**, prioritize those needs, and develop a comprehensive recovery timeline
- Restore health care, public health, and social services functions
- Improve the resilience and sustainability of the health care system and social service capabilities

FEMA's Mission
Scoping
Assessment (MSA)



HHS Role: 9 Core Mission Areas

Public Health

Healthcare
Service

Behavioral
Health

Environmental
Health

Food Safety &
Regulated
Medical
Products

Long-term Health
Issues Specific to
Responders

Social Services

Referral to Social
Services/Disaster
Case Management

Children in
Disasters

State & Local Agency Role

**State Disaster Recovery
Coordinator (SDRC)**



MEMA

**Local Disaster Recovery
Manager (LDRM)**



Local EMA

Local Level Roles

Local Public Health

Healthcare Coalitions

Local EMA

Healthcare Organizations

**Non-Governmental
Organizations**

Long-Term Recovery Groups

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



FEMA Pre-Disaster Recovery Planning Guide for Local Governments, p. 52

Coordination with NGO's & VOADs

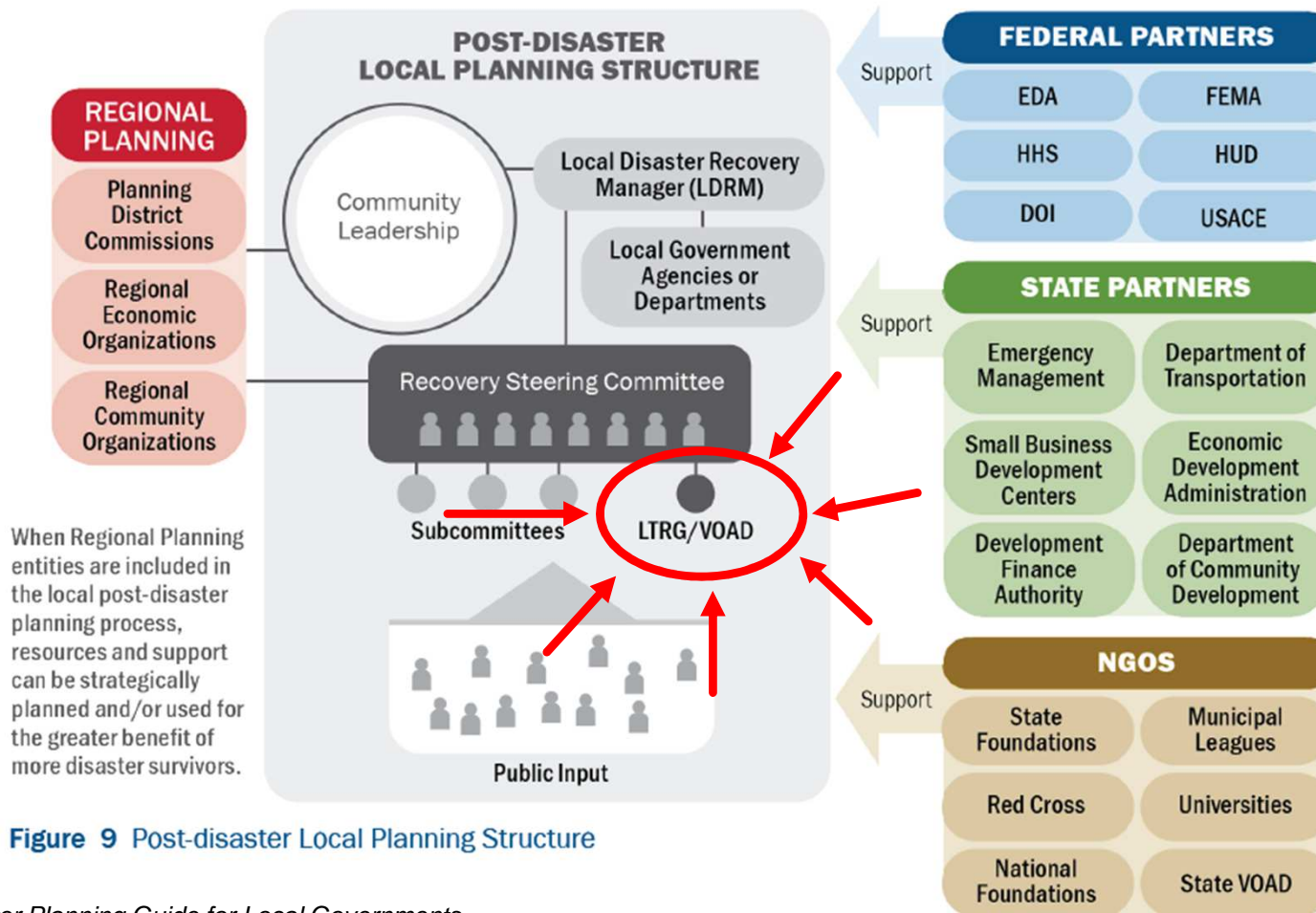


Figure 9 Post-disaster Local Planning Structure

Source: FEMA Pre-Disaster Planning Guide for Local Governments

Local Public Health Role

Goal: To “bounce forward”



EARLY RECOVERY

- Shared communication effort about health risks of the disaster
- Assessments of community health and social service needs
- Delivering public health services to meet post-disaster needs of the community
- Reestablishing critical public health infrastructure
- Providing support to impacted health care delivery systems

LONG-TERM RECOVERY

- Protect resident's long term health
- Facilitating health-informed recovery decision making through data
- Engaging in health-informed community rebuilding and redevelopment planning

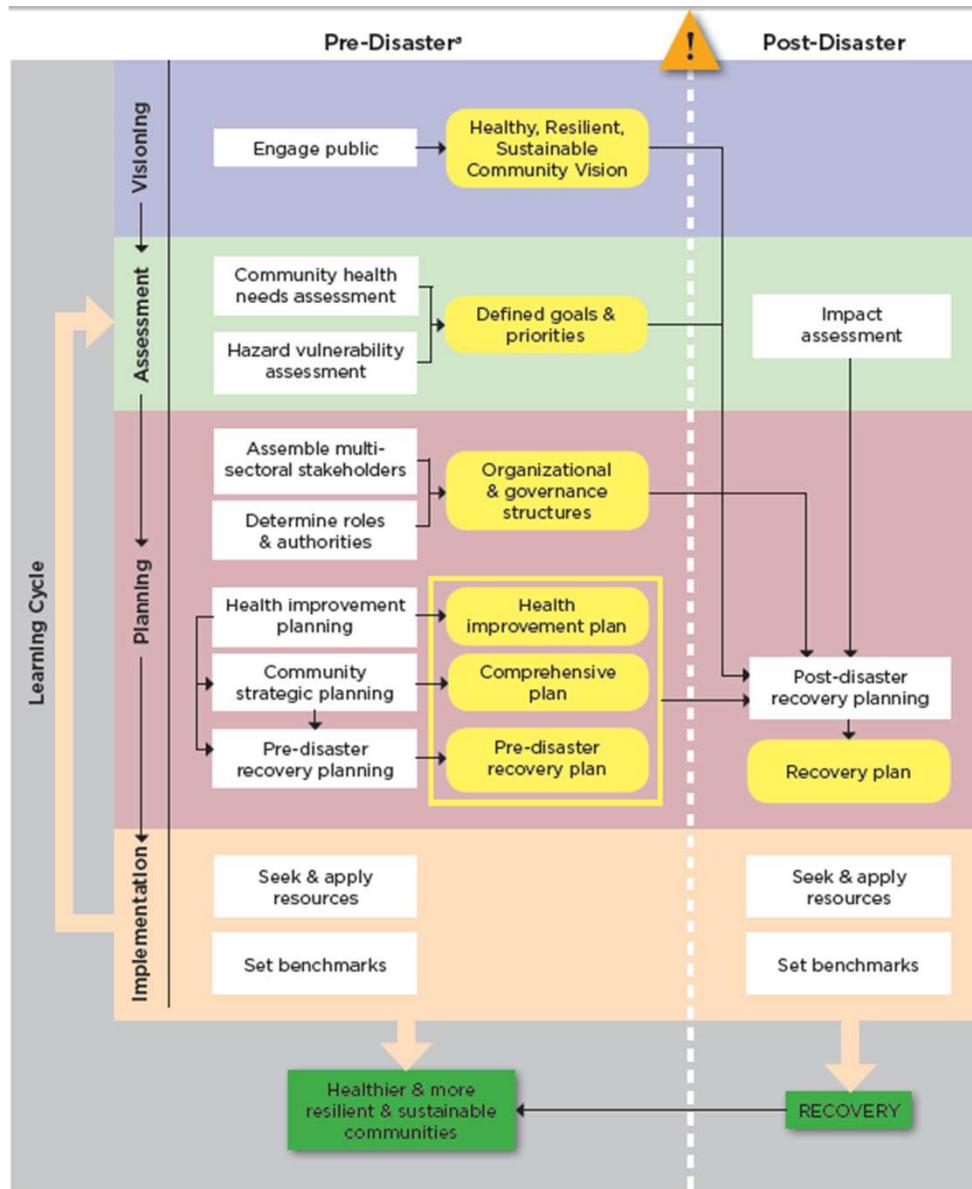
Adapted from “Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery”

How To Plan For Recovery

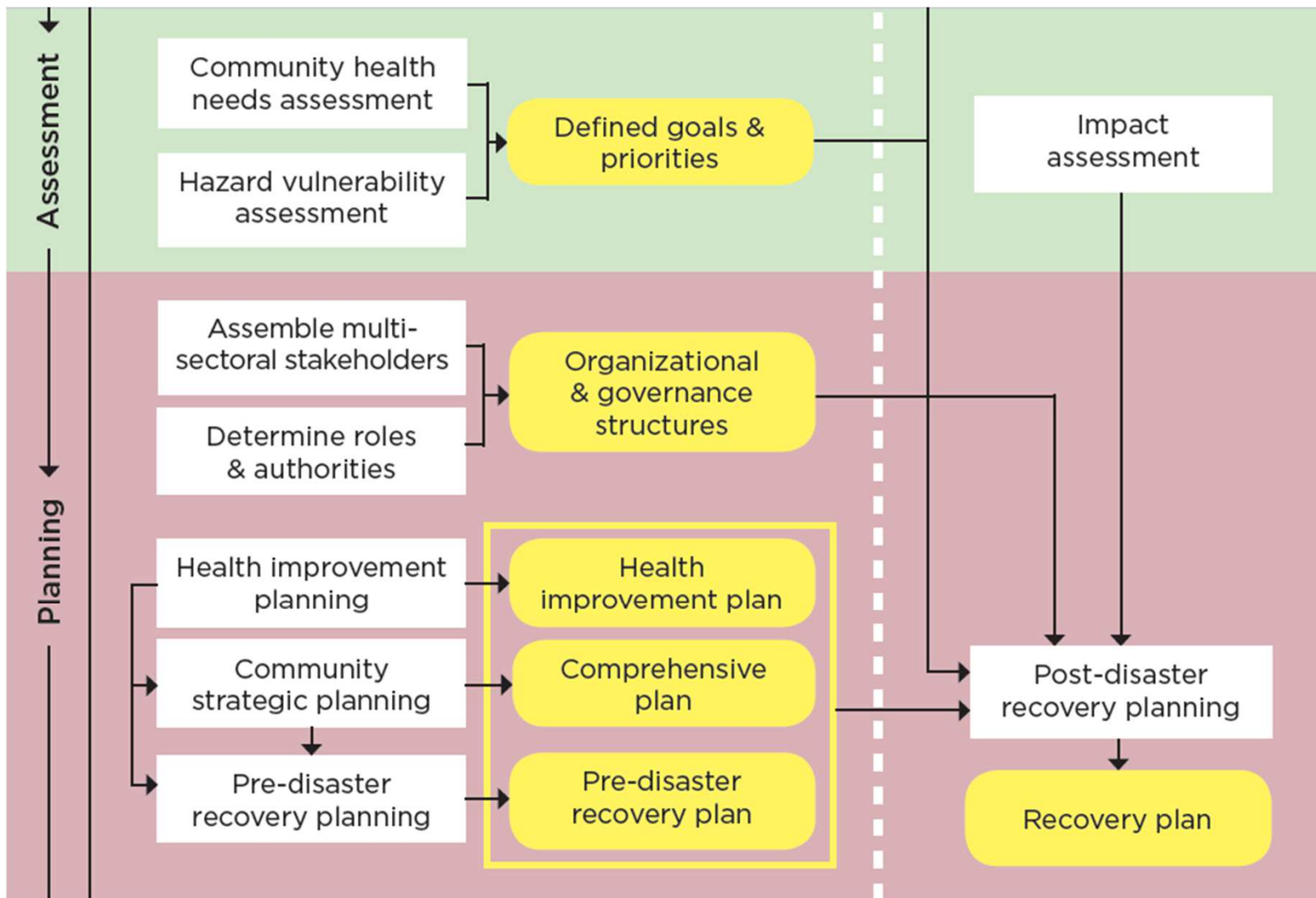
Putting the right plans in place now

Pre-Disaster Recovery Planning: First Steps

- Define your agency's role in recovery
- Review plans related to recovery, such as:
 - Mitigation plans
 - Community Health Improvement Plan (CHIP)
- Establish partnerships needed for recovery
 - Community groups working on health & resilience
 - Coalition, HHS and EMA partners



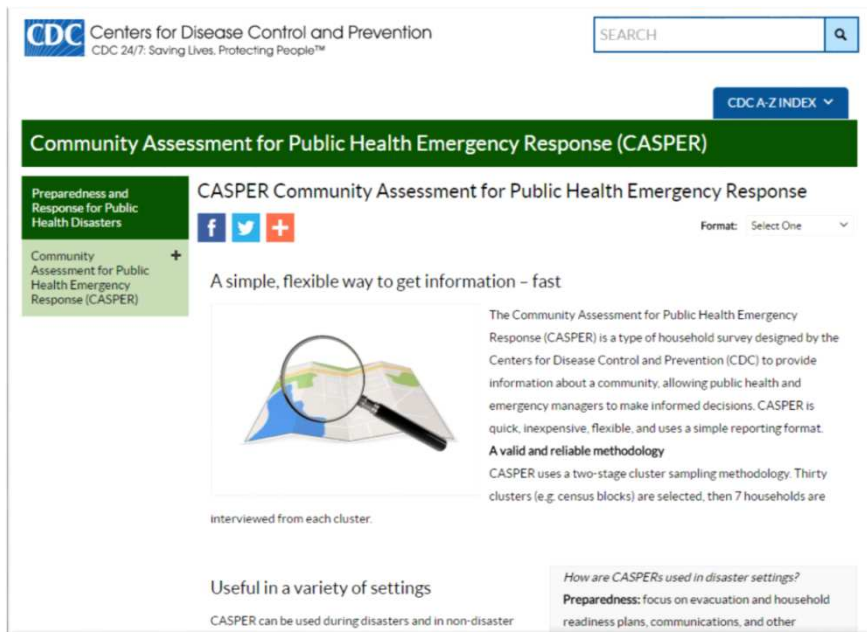
Source: "Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery"



Outcome = Healthier & more resilient & sustainable communities

Conducting Needs Assessments

Community Assessment for Public Health Emergency Response (CASPER)



The screenshot shows the CDC website for CASPER. At the top left is the CDC logo and text: "Centers for Disease Control and Prevention CDC 24/7. Saving Lives. Protecting People™". A search bar is on the top right. Below the logo is a green navigation bar with "Community Assessment for Public Health Emergency Response (CASPER)". A sidebar on the left lists "Preparedness and Response for Public Health Disasters" and "Community Assessment for Public Health Emergency Response (CASPER)". The main content area has the title "CASPER Community Assessment for Public Health Emergency Response" and a sub-header "A simple, flexible way to get information - fast". It includes an image of a magnifying glass over a map and text describing the methodology: "The Community Assessment for Public Health Emergency Response (CASPER) is a type of household survey designed by the Centers for Disease Control and Prevention (CDC) to provide information about a community, allowing public health and emergency managers to make informed decisions. CASPER is quick, inexpensive, flexible, and uses a simple reporting format. A valid and reliable methodology CASPER uses a two-stage cluster sampling methodology. Thirty clusters (e.g. census blocks) are selected, then 7 households are interviewed from each cluster." Below this, it states "Useful in a variety of settings" and "CASPER can be used during disasters and in non-disaster". A small box at the bottom right asks "How are CASPERs used in disaster settings?" and lists "Preparedness: focus on evacuation and household readiness plans, communications, and other".

www.cdc.gov

Disaster Recovery Tracking Tool



The screenshot shows the Disaster Recovery Tracking Tool website. The header is teal with the title "Disaster Recovery Tracking Tool" and navigation links: "HOME", "ABOUT THE TOOL", "ABOUT US", "FAQS", and "CONTACT US". Below the header is a large white box with the word "WELCOME". Underneath are four circular images showing disaster recovery activities: a person walking, a person working on a road, a person working on a building, and a person working on a structure. To the right of these images is a "FEATURES" section with a list: "Social Theme Metrics" and "Financial Theme Metrics". Below the images, the text reads: "The Disaster Recovery Tracking Tool is a web-based resource designed to aid local government stakeholders and other end users in tracking the".

<http://www.trackyourrecovery.org/>

Process of POST-Disaster Recovery Planning

- Activate recovery position(s)
- Refer to pre-disaster plan and refine recovery objectives
 - Refer to existing mitigation plans
- Conduct assessments
- Develop post-disaster recovery plan
- Execute post-disaster plan
 - Capture information to incorporate into future mitigation plans

What's in a Recovery Plan?

A Plan Can Take Many Forms...

- Agency-specific or community-wide?
 - Public health has to address both
- Type of plan depends on local jurisdiction, e.g.:
 - Annex to public health EOP
 - Annex to city/town CEMP

What's in a Pre-Disaster Recovery Plan?

Introduction

- Plan purpose
- Hazards, risks, exposures, vulnerabilities
- Mitigation plans

Recovery Leadership

- Recovery Leadership
- Recovery Authorities

Recovery Functions and Operations

- **Engagement of Partners**
- Activation of Personnel
- Communication guidelines
- **Assessment and data gathering**
- Organizational Chart
- Timelines
- Roles & Responsibilities

Recovery Implementation

- Priorities and policy alternatives
- Funding strategies
- Transition to steady state



Source: FEMA Pre-Disaster Recovery planning Guide, Appendix E; ASPR TRACIE template

Resources from NACCHO

NACCHO Toolbox

- Plans from other jurisdictions
- **New tool:** Local Public Health Recovery: An Operational Tool Focused on the Local Role in the Recovery Process

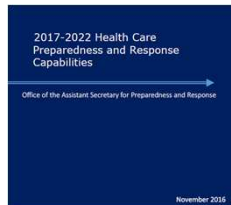
Your Organizational Recovery Plan

Conducting Damage Assessment for Your Organization

- Prioritize recovery activities
- Apply for reimbursement
- Reassess to monitor and track progress
- Share results to plan with partners



FEMA



ASPR



Organizational Recovery Capabilities

Planning

Incident Command

Communications

Resource Management

Service Delivery

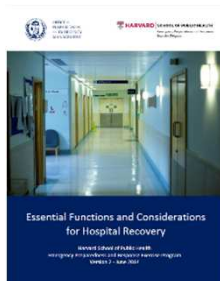
Staffing

Safety & Security

Behavioral Health

Financial & Legal

Volunteer & Donations Management



Supporting Community Recovery

Planning to support community recovery with a focus on health

Community Recovery: Core Capabilities

Planning

Public Information and Warning

Operational Coordination

(Community Resilience)*

Economic Recovery

Health and Social Services

Housing

Natural and Cultural Resources



FEMA

Case Study: Spring Flooding in Galina, Alaska



Photo Credit: AP Photo National Weather Service, Ed Plumb



Photo credit: Alexandra Gutierrez/APRN

HHS Recovery Support Function: 9 Core Mission Areas

Public Health

Healthcare
Service

Behavioral
Health

Environmental
Health

Food Safety &
Regulated
Medical
Products

Long-term Health
Issues Specific to
Responders

Social Services

Referral to Social
Services/Disaster
Case Management

Children in
Disasters

Recovery in action: Boston Marathon Bombing

Top Needs and Services Requested



Who do we need to collaborate with?

“...the establishment of an overarching multistakeholder coordination structure and may provide a means of **integrating existing health-related community collaborations into a recovery governance structure...**”

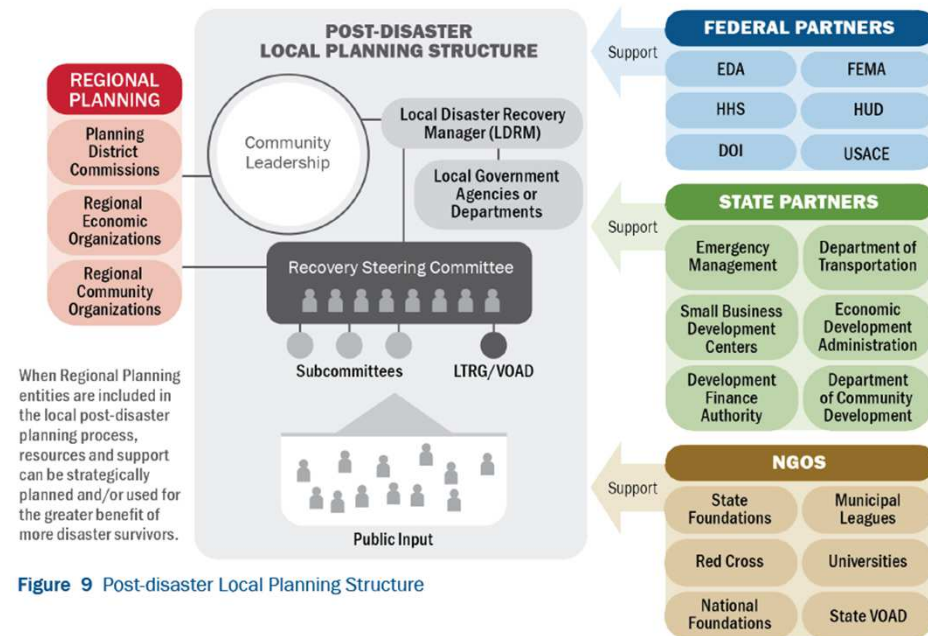


Figure 9 Post-disaster Local Planning Structure

Collaborations for Community Recovery

- What agencies and organizations do you need to coordinate and collaborate with to execute a post-disaster recovery planning process that addresses your community's health and social service needs?
- What health-related community collaborations or other governance structures already exist that can be used or built upon?

Conclusion

Summary

Principles

Guidance

Roles

Planning
Process

Plan
Contents

Discussion

What is one thing you need to do now to advance your recovery planning?

Suggested Next Steps

1. Define your agency's role in recovery
2. Meet with key partners in recovery planning
 - Health Care Coalition
 - Community-based organizations
 - Local EMA/OEM
3. Layout the contents of your recovery plan/annex
4. Determine how you will conduct assessments

Learn More

Register for the course!

- <http://delvalle.bphc.org/recoveryplanning>
- Offered twice this year:
 - Fall 2018 (November 26 – December 20)
 - Spring 2019 (May/June)

Recommended Resources

- FEMA Pre-Disaster Recovery Planning Guide for Local Governments
- IOM Report
<https://www.nap.edu/catalog/18996/healthy-resilient-and-sustainable-communities-after-disasters-strategies-opportunities-and>
- ASPR TRACIE topic collection
<https://asprtracie.hhs.gov/technical-resources/18/recovery-planning/16>
- NACCHO Toolbox

Thank you for participating

For further questions or comments, please contact:

Office of Public Health Preparedness
www.bphc.org/preparedness

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<https://delvalle.bphc.org>

