

New York State Comprehensive Emergency Management Plan

Volume 3: Long-Term Recovery



**Disaster Preparedness
Commission**

**Prepared by the New York State
Disaster Preparedness Commission**

March 2026

Plan Revision History

| Date of Revision | Subject Matter | Page(s) | Revision By |
|------------------|--|---------------------|--|
| 2004 | Created | All | OEM |
| 2006 | Update | As needed | OEM |
| 2009 | Update | Admin Changes | OEM |
| 2013 | Update | All; EMAP review | OEM/Planning |
| 2014 | Update | Admin changes | OEM/Planning |
| 2015 | Update | Annual Review – All | OEM/Planning |
| January-May 2016 | Overhaul | All | OEM/Planning |
| October 2016 | All | All | DHSES IA, PA, Mitigation, OEM/Planning |
| March 2017 | RSF – Pre-Exercise Final Draft | Section III | OEM/Planning |
| October 2017 | Update | All | OEM/Planning |
| February 2018 | Annual Review | All | OEM/Planning |
| February 2019 | Annual Review | All | OEM/Planning |
| January 2020 | Annual Review, EMAP update | All | DHSES/Recovery/Mitigation and OEM Planning |
| January 2021 | Annual Review | All | OEM/Planning, DHSES Recovery/Mitigation Review, DPC/ESF Agency review. Counsel review. |
| November 2021 | Update | | OEM/Planning |
| March 2022 | Annual Maintenance and Review | All, as needed | OEM/Planning, DHSES/IA |
| March 2023 | Annual Maintenance and Review | All, as needed | OEM/Planning |
| February 2024 | Annual Maintenance and Review, RSF review. | All, as needed | OEM/Planning |
| March 2025 | Annual Maintenance and Review | All, RSF Table | OEM/Planning |
| March 2026 | Annual Maintenance and Review | All | OEM/Planning, DHSES Recovery |

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Section I: General Considerations and Planning Guidelines

1. Introduction

The State of New York experiences a wide variety of disasters and emergencies that may cause loss of life, damage and destruction of property, and economic hardship. These events disrupt government, communities, families, businesses, and the economy, leading to significant human suffering.

A disaster of significant magnitude, with substantial damage and destruction to a community's social, physical, and economic infrastructure, requiring a long and expensive recovery process. The scope and duration of long-term recovery following a disaster is dependent on many things, including the type and scale of the disaster.

Long-term recovery efforts begin during the initial response phase and often overlap with response and short-term recovery activities. The goal is to support local communities as they rebuild systems that ensure self-sustainment and resilience against future disasters. This process involves local government, businesses, and residents working together to rebuild and restore their community. Recovery following each disaster is unique and it can take weeks to years for a community to fully recover.

The State becomes significantly involved in long-term recovery when a disaster is severe enough to warrant a Federal Disaster Declaration, and when local resources alone are insufficient to meet the community's recovery needs. The State and Federal programs and resources are then necessary to aid in redevelopment. As a result, the State must lead and guide recovery efforts from these challenging situations.

In 2003, the State of New York restructured its planning methodology. The effort culminated in the development of the State Comprehensive Emergency Management Plan (CEMP) in three distinct, but interconnected volumes. These are:

- Volume 1: State Multi-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery

This document shall serve as Volume 3 of the State Comprehensive Emergency Management Plan, Long-Term Recovery Plan.

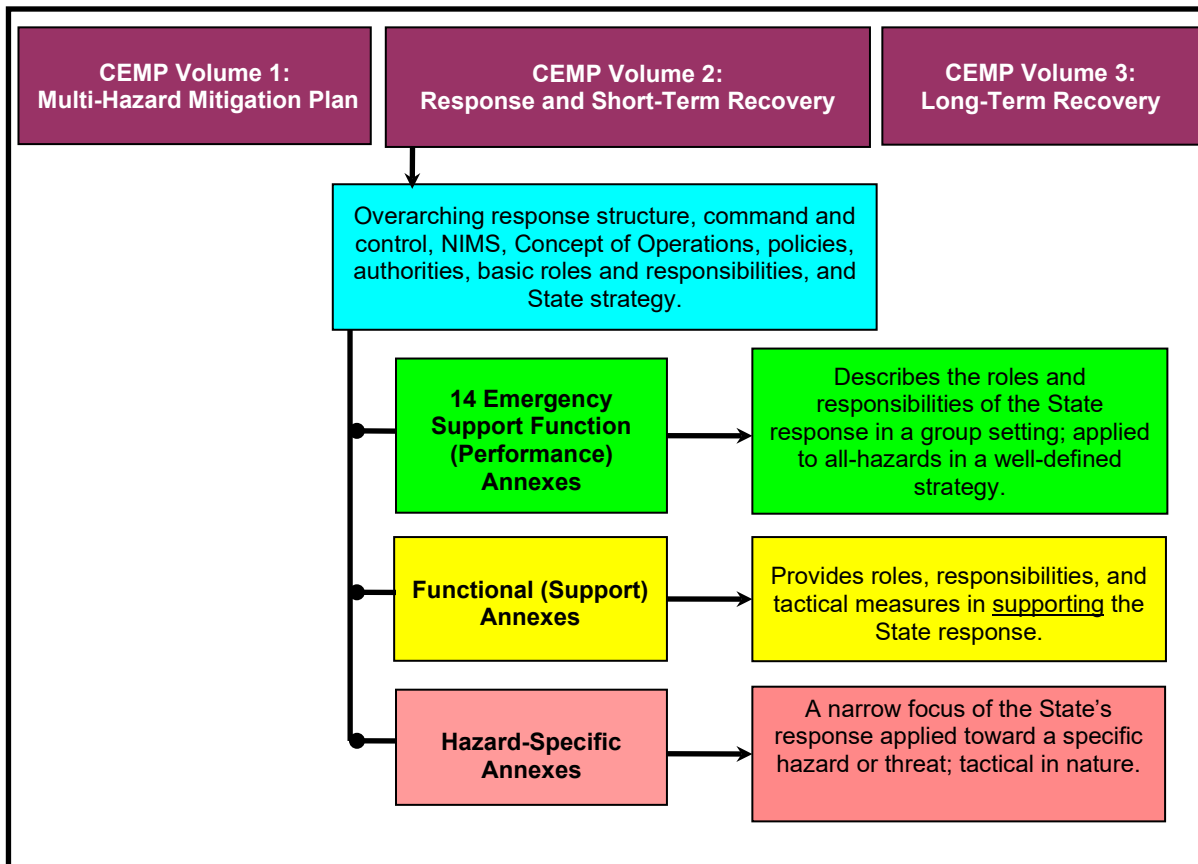


Figure 1: Structure of the State Comprehensive Emergency Management Plan

2. Purpose

The purpose of this plan is to identify the State’s overarching policies, authorities, and organizational structure for recovery after emergencies or disasters that warrants State-level recovery actions. The Long-Term Recovery Plan will be implemented when most or all infrastructure that supports the social, cultural, political, economic, and environmental elements of a community have been severely impacted. Depending on the type of disaster (natural, technological, or human-caused), and the extent of the disaster, undesirable long-term effects and challenges could occur in the recovery process.

This plan will benefit local governments through problem solving, improving access to resources, and by fostering coordination among State and Federal agencies, non-governmental partners, tribal territories, and the private sector to enable full community recovery from the long-term consequences of disasters. This plan will identify how recovery efforts will be coordinated and establishes the basic framework for how various recovery agencies will operate. It will also serve as a guide for decision-makers as they commence and manage the long-term recovery process.

This plan will outline and make the best use of the recovery support functions as required in the National Disaster Recovery Framework (NDRF). The NDRF identifies the Federal response that outlines how recovery support elements to disasters will be implemented. It provides a flexible and actionable structure that enables disaster recovery managers to operate in a unified and

collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

3. Scope

This plan applies to all natural, technological, and human-caused disasters where disaster recovery thresholds may have been met, necessitating the use of State and/or Federal resources for damage assessment, disaster declarations, and recovery activities. This plan defines the roles and responsibilities of State and Federal agencies, as well as non-governmental agencies.

4. Situation

This plan is established based on the premise of a significant disaster that may cause extensive damage to transportation systems, utilities, public buildings, private housing, businesses, and the environment. Depending on the type and extent of the disaster, undesirable long-term health effects and contamination of animals and food above established health standards might also occur. Many private and public facilities and buildings might require repair, demolition, or isolation for public safety.

Widespread disruption of energy sources could lead to prolonged power outages. Commercial telecommunication facilities might experience widespread damage, impairing communications throughout the disaster area and between the disaster area and other parts of the state. Damage to fixed facilities that generate, use, store, or dispose of hazardous materials could result in the release of hazardous materials into the environment. The remnants of weapons of mass destruction (WMD) and other hazardous materials may be present in the disaster area, requiring the appropriate decontamination or degradation time to reach permissible exposure limits for the general public.

Disaster impacts can include the loss of life support systems and regional economic, physical, and social infrastructures. Thousands of victims may be forced from their homes, and large numbers of deaths and injuries may occur. Hospitals, nursing homes, pharmacies, and other health/medical facilities may be damaged or destroyed. The number of victims requiring attention may overwhelm medical and health care facilities that remain operable. Medical supplies and equipment may be in short supply. As a result of these impacts, disaster recovery programs for individuals and/or the public sector will need to be implemented to ensure effective and timely recovery.

While often focused on emergencies, access and functional needs (AFN) planning must extend through the entire disaster lifecycle, including the slow, complex process of rebuilding homes, infrastructure, and services. Recovery means more than temporary shelters; it involves ensuring long-term housing, medical supplies, personal assistance, and mental health services are accessible and offer the same choices for people with AFN as for others. Considerations need to be made for equitable housing, support, and choices for people with disabilities or limitations, moving beyond just immediate response to rebuilding truly resilient communities where everyone can function and thrive long-term, requiring integrated, personalized, and accessible support systems.

New York State is no stranger to catastrophic events. The current Division of Homeland Security and Emergency Services (DHSES) Strategic Plan noted that there have been 85 major disaster declarations since 1953. Every county in the state has been affected by a disaster.

Flooding is the most frequent hazard faced by the State, with over 70% of the State's declarations based on flooding, including flood damage sustained from hurricanes and tropical storms. The costliest disaster in New York State's history is widely considered to be Superstorm Sandy in 2012, which caused an estimated \$42 billion in damages and losses for the state, impacting coastal areas, infrastructure, power, and displacing thousands of residents, making it one of the most economically damaging events in United States history.

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (the Stafford Act), was enacted to support tribal, State, and local governments and their citizens when disasters overwhelm the local capacity. This law establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available, and sets the conditions for obtaining that assistance. To receive federal assistance from the Federal Emergency Management Agency (FEMA), the Governor must request a disaster declaration from the President. The request must certify that disaster damages are beyond the state and local government's ability to handle.

When determining the need for public assistance, FEMA uses stat damage thresholds to assess the severity of fiscal impacts. Both the State and individual impacted counties must meet their respective per capita thresholds. Thresholds ensure that federal resources are deployed for events that genuinely overwhelm the capabilities of state and local governments. The map below identifies the thresholds.

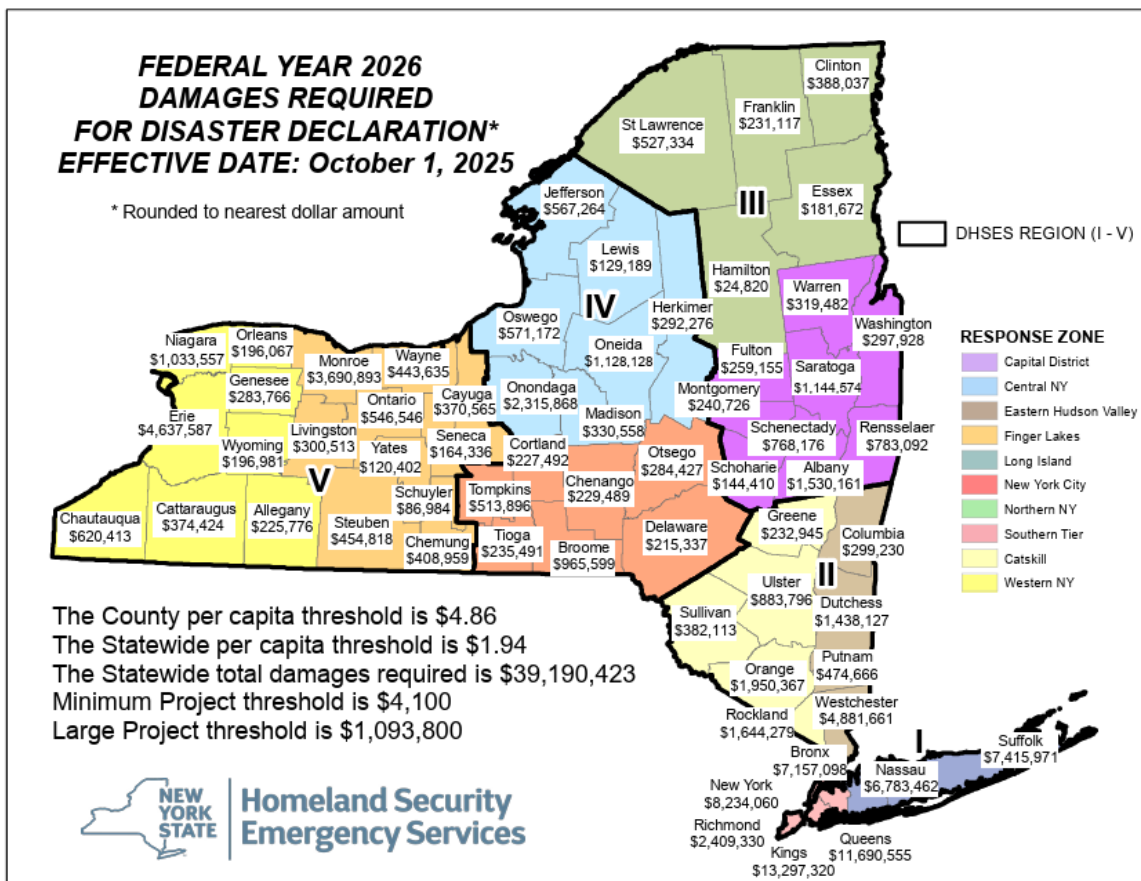


Figure 2: Federal Year 2026 Damages Required for Major Disaster Declaration, Effective October 1, 2025

Disasters that can be managed with existing state and local resources do not qualify for a federal declaration. A Major Disaster Declaration authorizes a range of federal assistance programs, including funding for public infrastructure repairs (roads, bridges, public buildings) and potential aid for individuals and households with uninsured losses.

5. Planning Assumptions

The following assumptions can be made in managing the recovery activities subsequent to a disaster.

- The severity of problems resulting from an incident may depend on factors such as time of occurrence, severity of impact, existing weather conditions, area demographics, and the nature of building construction.
- Collateral events, such as displaced citizens and infrastructure failure, may also increase the impact on the community, multiply property losses, and hinder the long-term recovery efforts.
- An incident may affect the state at any time, possibly with no warning, and may result in death, injury, and damage producing substantial consequences.
- An incident may necessitate evacuation and sheltering of the public requiring accessible interim or long-term housing.
- Homes may be destroyed or could be uninhabitable for weeks or even months requiring additional transportation support to school and work for families displaced from their communities.
- Considerable damage could occur to the infrastructure and/or environment, which could cause a large quantity of contaminated debris.
- Damaged infrastructure may be uninsured or under insured.
- A disaster may cause the mass displacement of individuals and families, including those with specialized needs.
- An incident may cause disruption of health care facilities, necessitating movement of patients, restricting elective procedures, complicating necessary procedures, and may cause a disruption to adequate staffing.
- Businesses in the disaster impacted area may be closed, possibly for an extended period of time, causing great economic strain and supply chain concerns for residents.
- Some victims of a disaster may suffer extreme emotional and physiological issues.
- In certain circumstances, there may be laws enacted that prohibit rebuilding in the same area, which will hinder recovery activities.
- Federal assistance will be required to augment local and State efforts in relieving problems that are beyond the capabilities of both local and State governments.
- Local, State, and Federal assistance will be focused on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community.
- The implementation of effective long-term recovery measures requires detailed multi-discipline impact assessments and planning as precursors to redevelopment; such efforts cannot be accomplished in a short period of time.

6. Concept of Operations

- Many disasters, due to the extent of impact and complexity of the recovery process, will require significant coordination and technical support. Entities to be coordinated include multiple State agencies, Federal agencies, local and non-governmental agencies, and the private sector.

- When an incident extends beyond local capabilities, State assistance will be requested. Federal assistance will be supplemental to State and local assistance. State response activities will be managed as indicated in the State CEMP Volume 2: Response and Short-Term Recovery.
- During the response phase of an emergency, the State will determine if a federal declaration should be requested. The first step in the declaration process is the county's assessment of countywide damages to estimate the extent of the disaster and its impact on households and public facilities. Preliminary Damage Assessments (PDAs) are performed only in the impacted counties.
- At the State's request, local, State, and federal officials conduct a joint PDA to estimate the extent of the disaster damage and its impact on individuals as well as the community, economic stability, and public infrastructure. The gathering of damage estimates establishes the gravity and magnitude of the incident and serves as an indicator for determining whether the resources needed for response and recovery go beyond the State and local government's capability.
- The President of the United States can declare a Major Disaster Declaration or an Emergency Declaration for any event for which the President believes the incident has caused damage of such a degree of severity that it is beyond the combined capabilities of the State and local governments. The Governor of New York State must certify the incident exceeds the capabilities of the State and must submit the request to the President. A Federal declaration may be restricted to direct Federal assistance, emergency work, or may provide a wide range of Federal assistance programs for individuals and public infrastructure, including funds for emergency and permanent work.
- If a federal declaration is declared, the Governor will appoint a State Coordinating Officer (SCO) to work in conjunction with a Federal Coordinating Officer (FCO) at a Joint Field Office (JFO). A JFO will be established by the FEMA. The Governor will also appoint a Governor's Authorized Representative (GAR) and an Alternate Governor's Authorized Representative (AGAR), who are responsible for administering Federal disaster assistance programs on behalf of the State.
- The Federal response may include the implementation of the Federal Recovery Support Functions (RSFs). The RSFs provide structure to facilitate problem solving, improve access to resources, and foster coordination among State and Federal agencies, non-government partners, and stakeholders. Each RSF has coordinating and primary Federal agencies, as well as supporting organizations that operate together with local, State, and tribal government officials, non-governmental organizations (NGOs), and private sector partners. State recovery efforts should align to meet this structure.
- The long-term recovery needs of the community or region will be fully assessed to identify effective options. RSF activities will be implemented to assist communities and, if possible, accelerate the recovery process. The FEMA will reimburse local governments for a portion of eligible repairs to government and certain private, non-profit organizations buildings and infrastructure. Completing these projects and receiving these funds can take from months to years.
- Long-term recovery responsibilities will be distributed among Federal, State, local governments, and NGOs. Appropriate agencies will be tasked to provide support for the identified long-term recovery needs.

7. Authorities and Policies

The authority to develop this Annex and implement specific recovery actions to effectively respond to emergency events can be found in a variety of New York State Laws, regulations, and Federal authorities, including but not limited to:

State Authorities

- New York State Constitution
- New York State Executive Law Article 2-B, as amended
- New York State Executive Order 26 of 1996 and 26.1 of 2006, as amended

Federal Authorities

- Americans with Disabilities Act of 1990, as amended
- Code of Federal Regulations Title 44, Chapter 1
- Homeland Security Presidential Directive 5
- National Disaster Recovery Framework
- National Response Framework
- Post-Katrina Emergency Management Reform Act of 2006
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended
- Sandy Recovery Improvement Act of 2013

8. Plan Maintenance, Distribution, and Revision Process

The CEMP Volume 3: Long-Term Recovery is a living document that will continually evolve as the Disaster Preparedness Commission (DPC) reviews the State's long-term recovery activities following disasters, incidents, and exercises. The DHSES will be responsible for managing and coordinating updates to this plan. The State Office of Emergency Management (State OEM) Planning Section will provide support in doing so, as the section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each plan shall undergo an annual review and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

Section II: Preparedness

1. Overview

Recovery begins with pre-disaster preparedness, which includes a wide array of planning activities. The ability to effectively manage and possibly accelerate the recovery process begins with efforts in pre-disaster preparedness, mitigation, and recovery capacity building. These efforts result in an improved ability to withstand and recover quickly from disasters. A successful recovery process also considers the risks that may pose additional recovery challenges.

It is essential to communicate and share information across State agencies with recovery responsibilities to ensure all policies, procedures, and plans are up to date. The State also uses past events as a valuable tool to track and implement lessons learned from previous disasters or incidents, and to help improve future recovery efforts.

There are well-established, pre-disaster partnerships at the local, State, tribal, and Federal levels, including those with the private sector and NGOs, which help to drive a successful recovery. It is critical that disaster recovery officials recognize the importance of partnerships and create coordination opportunities during pre-disaster planning with the private sector. The resources and capabilities of the private sector, including utilities, can play an important role in encouraging mitigation and creating greater resilience in a community. If local leadership and the business community work together pre-disaster to develop a conceptual recovery plan, the community will be better prepared to recover post-disaster. Additionally, the private sector owns and operates the vast majority of the Nation's critical infrastructure, such as electric power, financial, and telecommunications systems. These entities must play a major role in the recovery of a community or region as a whole.

As major stakeholders in recovery efforts, local government, businesses, and critical infrastructure owners and operators have an important responsibility to improve disaster resilience by mitigating risks and increasing disaster preparedness. As such, all public and private organizations should have a viable Continuity of Operations Plan (COOP), Continuity of Government Plan (COG), or Business Continuity Plan (BCP).

2. Mitigation in Long-Term Recovery

Volume 1 of the State CEMP is the State Multi-Hazard Mitigation Plan. New York State participates in federal and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available Federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the state. Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The CEMP Volume 1: State Multi-Hazard Mitigation Plan was approved by Division of Homeland Security (DHS)/FEMA in December 2023.

Mitigation is the ongoing effort to reduce a disaster's effect on people and property. This concept means taking a broad range of actions to reduce or eliminate long-term risks from hazards and their effects. Examples of recommended mitigation practices include projects such as building for increased wind speeds in coastal zones, for fire resistance in areas of fire danger, or earthquake resistance in seismic zones. The ability to effectively recover from a disaster starts with pre-disaster activities, including mitigation actions.

Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to cause a substantial impact on the state. However, mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the state.

3. Trainings and Exercises

The State of New York sponsors, conducts, coordinates, and participates in a variety of training and exercise programs to improve its ability to better prepare for, respond to, and recovery from disasters. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements. In addition, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises provide valuable input for plan development and help to ensure that the plan is effective in its scope and application.

Recovery Exercises:

- Public Assistance, Mitigation, Individual Assistance, and Disaster Recovery Finance units participate in multiple partial or full-scale State Emergency Operations Center (State EOC) activations, and joint Federal/State response/recovery exercises. This includes radiological exercises and other exercises to support Emergency Support Function (ESF) activities. All sections provide planning support for development of a recovery component, cross train staff in State EOC Incident Command System (ICS) roles for support during the response phase and support the recovery phase of exercise.
- The Office of Disaster Recovery Program (DRP) maintains the annual exercise program, conducts both internal and external training for DRP staff and stakeholders, and maintains records of training attended by staff. Examples of training include, but are not limited to, the following:
 - Mitigation
 - Staff Training: Hazard Mitigation Assistance Application Development and Review, Procurement Record Preparation, Benefit Cost Analysis Development, FEMA eGrants system, FEMA Go, Mitigation Project Management, Environmental and Historic Preservation Considerations.
 - Workshops for External Customers: HMA Programs (Disaster/Non-Disaster), Mitigation Cost Effectiveness Requirements Overview, Mitigation Application/Letter of Intent Preparation, Mitigation Project Management.
 - Public Assistance
 - Staff Training: FEMA Grants Portal System, DHS Procurement Requirements, Public Assistance Grant Administration and Policy, Federal Declaration Process, Environmental and Historic Preservation Requirements, Appeals Process, Cost Estimating, Insurance Review.
 - Workshops for External Customers: Applicant Briefings, County and Local Officials Applicant Public Assistance Training (APAT), State mandatory Tier One County Chief Executives (PA Component), Private Non-Profit PA Workshop, Original Nations (Tribal) PA Workshop, County Executive/Council of Mayors PA Overview, OIG/DHSES PA Familiarization.
 - Individual Assistance
 - Staff Training: Developing and Managing Volunteers, Role of Voluntary Organizations in Emergency Management, Introduction to Individual Assistance,

Individual Assistance Preliminary Damage Orientation, Disaster Self Reporting Tool.

- Workshops for External Customers: Conducting Individual Assistance Damage Assessments, State mandatory Tier One County Officials (IA Component), FEMA/State IA Program Overview, Developing Local VOADs.

Section III: Response

1. Overview

During the response phase of the incident or disaster, the State EOC will be activated with the appropriate agencies and may include activation of the State's ESFs. The State endorses the development of one response organizational structure that will include all responding agencies. State agencies will be organized under the framework of the National Incident Management System (NIMS) and ICS as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive 5 (HSPD-5). As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide for the interoperability between the local and Federal response organizations.

The designated SCO will have the overall responsibility for coordination of State resources and Federal assistance in support of the State and local response to the incident.

Once a Presidential declaration is granted, the State EOC begins to demobilize, and the Joint Field Office (JFO) will be established. The JFO provides for information sharing and the delivery of disaster assistance. Under certain circumstances, due to geographic necessity, an alternate field office (AFO) may be opened to provide services closer to the impacted area.

2. Direction and Control

The chair of the DPC directs and coordinates the State's disaster activities in New York State following the declaration of the State Disaster Emergency by the Governor.

Certain non-declared incidents and pre and early incident mobilizations for all incidents need to be coordinated due to their complexity and/or involvement of multiple agencies or levels of government. The Director of State OEM will implement the State's Multi-Agency Coordination (MAC) group to facilitate the coordination of the State response and/or mobilization efforts using the organizational framework outlined in Volume 2 of the State CEMP.

The State has 14 ESFs to support its preparedness, response, and recovery efforts. When any or all the State ESFs are activated in support of the State response, they will collectively utilize the resources available to them pertinent to the operation. If Federal involvement is needed or forthcoming, the State will request assistance from Federal agencies, through existing Federal compacts, Federal contingency plans, or the President. Federal ESFs will integrate with the State ESFs during the response. As the State transitions to recovery, State recovery activities will align State agencies with the appropriate Federal RSF.

Once the President has declared a federal Major disaster and the type of assistance granted, individuals and households may start to apply for Individual Assistance (IA), and jurisdictions may apply for Public Assistance (PA). These programs are designed to help meet disaster applicants' rebuilding of infrastructure, sustenance, shelter, and medical needs during their path to recovery.

PA disaster assistance may include Debris Removal; Emergency Protective Measures; Permanent Work to Roads and Bridges, Water Control Facilities, Buildings and Equipment, Utilities Parks, Recreations Facilities and Other Facilities.

IA disaster assistance can include Mass Care and Emergency Assistance; Voluntary Agencies; Individuals and Household Program; Disaster Unemployment Assistance; Crisis Counseling

Services; and Disaster Legal Services. The Disaster Case Management (DCM) program may also be authorized.

The Small Business Administration (SBA) program and the Governor's Office state-run programs may also be available forms of assistance under certain circumstances.

In smaller events impacting homes and/or business, the Governor may request a SBA declaration making federal loans available to renters, homeowners, and businesses.

3. Roles and Responsibilities

It is vital to determine and/or identify responsibilities for recovery activities and provide a mechanism to maintain continuity in program delivery among Federal, State, local, tribal governments, and other involved parties to ensure follow through of recovery efforts. The private sector plays a critical role in establishing public confidence immediately after a disaster. When the private sector is operational, the community recovers more quickly by retaining and providing jobs, a stable tax base, and a resource for residents in the affected area.

The nonprofit sector plays a vital role in the recovery of impacted communities, particularly in a large-scale or catastrophic disaster. Nonprofits play a critical role in the transition as Federal and State recovery support draws down, and local leadership and community recovery organizations complete the mission. Nonprofits include voluntary, faith-based, and community organizations, charities, foundations, and philanthropic groups, as well as professional associations and academic institutions. The nonprofit sector provides support and supplements where government authority and resources cannot be applied.

Local government has the primary role of planning and managing all aspects of recovery. Local government should have a COG, as well as COOPs, to enable them to support recovery if they themselves are affected. The majority of mitigation measures are at the local level, and it is up to the local government to enforce State and Federal standards. Local government must communicate and coordinate with all levels of government and must lead the efforts in restoring and revitalizing local critical infrastructure and essential services, and the redevelopment of housing. State and federal officials work with local officials once the local government becomes overwhelmed and assistance is requested.

The State then leads the overall recovery process and plays a central role in coordination and technical support. The State will set priorities and direct the assistance where it is needed. In doing so, the State will implement both the Long-Term Recovery Plan and the State Hazard Mitigation Plan. The State will assess local government recovery needs and capacities for the incident and assist local governments and communities with identifying recovery resources to fully recover.

The State will coordinate with local, tribal, and Federal agencies, private businesses, and nonprofit organizations to lead and coordinate State recovery planning and assistance to impacted communities. The State will be the lead in unified recovery efforts of State agencies, setting appropriate State policies to guide State agency activities, as well as inform stakeholders of the application of Federal funding. The State is responsible for receiving, recording, and managing all Federally provided grant assistance and programs. In addition, the State plays an important role of keeping the public informed.

Once a Presidential declaration is granted, the Federal government plays a significant role. Federal agencies may be directed by the President to provide assistance in the form of funding.

Direct federal assistance where Federal agencies undertake the response/restoration activities may also be authorized.

As the State EOC activation ceases, and the JFO activates, the Federal government will transition from ESFs and implement the Recovery Support Functions (RSFs). Although the Federal RSF structure builds upon the ESF structure, Federal RSFs are different from ESFs in that they have a different set of mission objectives, time spans, and skill sets.

4. Federal Recovery Support Functions (FRSF)

RSFs bring together the core recovery capabilities of Federal departments and agencies to focus on community recovery needs. The objective of the FRSFs is to facilitate coordination and delivery of Federal assistance needed to supplement recovery efforts. FRSFs are designed to operate within a timeframe of months to years. FRSFs work closely with local and State government.

The RSFs are organized in six manageable, multi-agency components.

- **Community Assistance:** The core recovery capability for community assistance is the ability to effectively plan and implement disaster recovery activities, engaging the whole community to achieve their objectives, and increase resilience. The Community Assistance RSF unifies and coordinates expertise and assistance programs from across the Federal Government to aid in restoring and improving the ability of tribal, State, and local governments to organize, plan, manage, and implement recovery. Primary Federal agencies are the DHS/FEMA and the U.S. Department of Health and Human Services (HHS).
- **Economic:** The core recovery capability for economic recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. Economic recovery is a critical and integral part of recovery. Primary Federal agencies are the DHS/FEMA, Department of Commerce (DOC), Department of Labor (DOL), Small Business Administration (SBA), Department of the Treasury, and Department of Agriculture (USDA).
- **Health, Education, and Human Services:** The core recovery capability for health, education, and human services is the ability to restore and improve health, education, and human service networks to promote the resilience, health, independence, and well-being of the whole community. The Health, Education, and Human Services RSF outlines the Federal framework to support locally led recovery efforts to address public health, health care facilities and coalitions, and essential social service needs. Primary Federal agencies are the DHS/FEMA, Corporation for National and Community Service (CNC), National Protection and Programs Directorate (NPPD), Office for Civil Rights and Civil Liberties (CRCL), Department of the Interior (DOI), Department of Justice (DOJ), Department of Education (ED), and DOL.
- **Housing:** The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Like infrastructure and safety services, housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. Primary Federal agencies are the DHS/FEMA, DOJ, USDA, and Housing and Urban Development (HUD).
- **Infrastructure Systems:** The core recovery capability for infrastructure systems is the ability to efficiently restore the infrastructure systems and services to support a viable,

sustainable community and improves resilience to, and protection from, future hazards. The Infrastructure Systems RSF promotes a holistic approach to disaster recovery coordination, support, planning, and implementation for infrastructure systems that serve the community. This includes single and multi-jurisdictional areas and regions. Primary Federal agencies are the DHS /FEMA, Army Corps of Engineers (USACE), Department of Energy (DOE), and Department of Transportation (DOT).

- Natural and Cultural Resources: The core recovery capability for natural and cultural resources is the ability to protect natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resources laws. Primary Federal agencies are the DHS/FEMA, DOI, and Environmental Protection Agency (EPA).

5. State Integration into Federal Recovery Support Functions

During a large-scale disaster, the State will implement ESFs as warranted by the event. As the response demobilizes, agencies can reposition from the ESF structure to support the RSF structure if needed.

State integration into RSF alignment includes the following concepts:

- The State must be in a position to fully leverage Federal RSF support.
- Unity of effort will be key in a successful recovery. The alignment helps to ensure that all stakeholders are unified in their approach and not in silos.
- Based on the disaster assessment, only the RSFs that are needed will be deployed. As a result, not all State agencies will be needed to support the RSFs.
- The matrix on the next page illustrates the State agency complement to the Federal RSF. The matrix is aligned under the assumption that all RSFs are operating at full capacity. Therefore, it represents the maximum level of support that would be required from State agencies and partners.

The OEM Planning Section has developed RSF Standard Operating Guides (SOGs) for State integration into the RSFs. These SOGs are on file in the Planning Section if needed or referenced.

| Federal Recovery Support Function and Mission Scope | | Community Assistance | Economic | Health, Education, and Human Services | Housing | Infrastructure Systems | Natural and Cultural Resources |
|---|-------------|--|---|--|---|---|---|
| | | Supporting and building recovery capacities and community planning resources needed to effectively plan for, manage and implement disaster recovery activities | Sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents | Assist locally-led recovery efforts in the restoration of the public health, health care and social services networks to promote the resilience, health and well-being of affected individuals and communities | Address pre/post-disaster housing issues, coordinate and facilitate resources and activities to assist in the rehabilitation/reconstruction of destroyed/damaged housing and development of other new accessible, permanent housing | Support all levels of government and other infrastructure owners and operators in their efforts to achieve recovery goals relating to the public engineering of the Nation's infrastructure systems | Assist all levels of government and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents |
| New York State Recovery Support System Complement | ARC | | | X | X | | |
| | Canals | | | | | X | |
| | DAM | X | X | X | | X | X |
| | DCJS | | | | | | |
| | DEC | X | X | X | | X | X |
| | DFS | X | X | | X | | |
| | DHSES IA/PA | X | X | X | X | X | X |
| | DMNA/NG | | | | | X | |
| | DMV | | | | | | |
| | DOCCS | | | X | | X | |
| | DOH | X | | X | | X | X |
| | DOL | | X | X | | X | |
| | DOS | X | X | | X | X | |
| | DOT | X | | | | X | |
| | DSP | | | | | | |
| | ESD | X | X | | X | X | |
| | HCR | X | | | | X | |
| | ITS | | | | | | |
| | JC | | | | | | |
| | MTA | X | | X | | | X |
| | NYPA | | | | | | X |
| | NYSBA | | | | | | X |
| | NYSERDA | | X | | X | X | |
| | OASAS | | | X | X | X | |
| | OCFS | | X | X | X | | |
| | OFPC | | | | | | |
| | OIEC | | | | | X | |
| | OGS | | X | | | X | X |
| | OMH | | | X | | | |
| | OPRHP | X | | | | | X |
| OPWDD | | | X | X | X | | |
| OTDA | | X | X | X | X | | |
| OVS | | | X | | | | |
| PA-NY/NJ | X | | | | | X | |
| PSC | | | | | | X | |
| SED | | | | | | X | X |
| SOFA | | | X | X | X | | |
| SUNY | | X | X | | | X | |
| TA | X | | | | | X | |

Figure 3: New York State Recovery Support System Complement to the Federal Recovery Support Function and Mission Scope (Effective January 2026)

Section IV: Recovery

1. Overview

In most cases, the level of State response activities will have a correlative effect on the level of recovery related activities. A variety of forces may influence the direction of the recovery process, and as such, the State of New York will endeavor to assist local governments, businesses, and citizens in recovering from the impacts of any incident or disaster.

The DHSES Recovery leadership establishes guidance, including the shift of roles and responsibilities, for the transition from response operations to recovery activities. Utilizing the response structure will be instrumental in data collection.

It is anticipated that this Long-Term Recovery Plan will be implemented after a severe, widespread, or catastrophic disaster. In such instances, the recovery process may be extensive and lengthy. Recovery activities may entail the rebuilding of health and safety systems such as hospitals and other healthcare facilities. Repair, relocation, or rebuilding of vital infrastructure could also occur in water and wastewater facilities, fire and police stations, courts and other governmental buildings, transportation systems, telecommunication systems, and educational institutions. Focus will also be on the revitalization of the general economic health of the community. Project implementation will need to be prioritized based on health and safety, continuity of government, and economic and social revitalization.

Disaster recovery typically occurs in phases, with initial efforts dedicated to helping those affected with immediate needs for housing, food, and water. As recovery activities proceed, homes and businesses are repaired, people return to work, and communities continue with cleanup and rebuilding efforts. Many government agencies, voluntary organizations, and the private sector collaborate to provide assistance and support.

Some individuals, families, and communities that are especially hard hit by a disaster may need more time and specialized assistance to recover, and perhaps a more formalized structure to support them. Specialized assistance may be needed to address unique needs that are not satisfied by routine disaster assistance programs. It may also be required for very complex restoration or rebuilding challenges. Long-term recovery addresses these ongoing needs by taking a holistic, long-term view of critical recovery needs and coordinating the mobilization of resources at the Federal, State, and community levels.

Disaster Assistance Centers (DACs) is a type of center that would assist individuals, families, and communities with disaster assistance and disaster recovery information. DACs are disaster assistance facilities opened by the State and local governments ahead of any involvement by the Federal government, or in the absence of a Federal Declaration from the President.

The potential for future disasters of a similar type is considered in the recovery process and informs the types of mitigation that can lessen the impact of future disaster. The impact from an actual disaster can provide a true picture to the long-term needs of a community.

After the President declares a Major Disaster, there are several types of recovery assistance programs available to communities, individuals, State and local government, and specific nonprofits. There are funding limitations and eligibility requirements that must be met for each type of assistance.

- Individual Assistance: When the President declares a federal disaster and authorizes IA, FEMA's Individuals and Household Program (IHP) can assist homeowners and renters

affected by the disaster with housing needs and necessary expenses. The maximum period for IHP assistance is 18 months.

- Housing Assistance provides for temporary housing and money for homeowners for repairs, replacement, and housing construction.
- Other Needs Assistance provides for uninsured disaster related necessary expenses.
- Small Business Administration: The SBA is a disaster loan program offering low interest loans for homeowners, renters, and businesses for real and personal property losses resulting from the disaster. Economic Injury Loans are also available for businesses.
- Public Assistance: The objective of PA is to provide assistance to State, tribal, and local governments, as well as certain private nonprofit organizations to repair or replace damaged facilities and restore essential services. PA is divided into two broad categories, Emergency Work and Permanent Work.
 - Emergency Work has an initial time limit for completion of six months, although time extensions may be requested.
 - Category A: Debris Removal
 - Category B: Emergency Protective Measures
 - Permanent Work has an initial time limit for completion of 18 months, although time extensions may be requested.
 - Category C: Roads and Bridges
 - Category D: Water Control Facilities
 - Category E: Buildings and Equipment
 - Category F: Utilities
 - Category G: Parks, Recreational Facilities, and other Facilities
- Hazard Mitigation Grant Program: The Hazard Mitigation Grant Program (HMGP) breaks the cycle of damage and repair. Mitigation actions reduce or eliminate the long-term risk to human life and property from hazards. There are two types of Hazard Mitigation funding available.
 - Hazard Mitigation Grant Program, Section 404, is available after disasters and is not under the jurisdiction of the Public Assistance Program.
 - Hazard Mitigation, Section 406, is available under the Public Assistance Program and applies to damaged facilities/systems.

Federal assistance may be available after a disaster¹. In 2026, FEMA is in the process of significantly updating their programs with more flexible funding, expanded eligibility, streamlined applications, and a focus on equity, ensuring survivors can get help for housing, critical needs, and other expenses. Some of the key changes and continued assistance are:

- Unified Application: a single application for multiple federal programs (FEMA, SBA, HUD, USDA) is being developed to reduce survivor burden.
- Flexible Funding: direct payments for essential needs like food, water, and medication.
- Expanded Eligibility: applicants no longer must apply for an SBA loan first to get certain FEMA help.
- Serious Needs Assistance: this replaces the Critical Needs Assistance program, which is available for immediate needs in all disasters declared after March 22, 2024, with broader categories.
- Housing Assistance: includes rental assistance, home repair, and replacement funds for primary residences.

¹ FEMA (November 20, 2025). Reforming Individual Assistance: New Benefits and Streamlined Processes to Help Disaster Survivors. Retrieved from: <https://www.fema.gov/assistance/individual/2024-reform>

- Other Needs: Support for childcare, cleaning, sanitizing, and replacing personal property is available.
- Legal and Tax Help: Disaster Legal Services offers free legal aid for low-income survivors, and the IRS provides tax assistance.

The long-term recovery progress is continually tracked and evaluated among all levels of government. Close communication and coordination with local, State, and Federal government as well as nonprofit and NGOs, throughout the recovery process reinforces a shared understanding of the objectives and expectations of the unified recovery effort and eventual demobilization. How long the various levels of government stay on site actively participating in the long-term recovery process depends on the size and scale of the disaster. When the impacted local government has recovered the capacities and resources needed to manage the recovery effort on its own, the other levels of government will begin to demobilize.

The vast majority of the recovery process on-scene efforts will occur at the JFO. The JFO provides a temporary single location to share information, set joint priorities, and provide for centralized coordination of Federal, State, local, tribal, non-governmental, and private-sector organizations with primary responsibility for incident oversight, direction, and/or assistance to effectively coordinate recovery actions. The JFO is managed jointly by the FCO and the SCO. The FCO and SCO ensure that actions conducted at the JFO are consistent with the provision of the Stafford Act to assist citizens and public officials in obtaining assistance. The JFO opens once a federal disaster is declared, typically after the State EOC begins to demobilize. As the need for multi-agency coordination ceases, the JFO will begin to demobilize. Federal agencies then work directly with their grantees from their regional or headquarters offices to administer and monitor individual recovery programs, support, and technical services.

Any remaining recovery activities will be transitioned to the appropriate State agency as part of their day-to-day responsibilities.