

Regional Recovery Framework

Regional Disaster Preparedness Organization

AUGUST 2019



RDPO

Regional Disaster Preparedness Organization

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Section 1: Framework and Recovery Overview



Introduction

The Regional Disaster Preparedness Organization (RDPO) is a bi-state partnership of local and regional government agencies, non-governmental organizations (NGOs), and private sector stakeholders in the Portland Metropolitan Region (PMR), which spans Clackamas, Columbia, Multnomah, and Washington Counties in the State of Oregon and Clark County in the State of Washington. Together, RDPO partners work to create a secure and disaster-resilient region in which local agencies, organizations, and communities are coordinated and prepared to prevent, protect against, mitigate, respond to, and recover from threats and hazards of great risk to the Region. The RDPO has developed the Portland Regional Recovery Framework (“Framework”) to lay the foundation for addressing the challenges and complexities of the disaster recovery process. The Framework provides guidance to direct the coordination and implementation of recovery operations for all hazards across the region.

Scope

The Framework applies to the PMR, including local and regional government agencies, special districts, NGOs, and private sector partner organizations in the region. As shown in the map (**Figure 1**) the PMR encompasses five counties: Washington, Multnomah, Columbia, and Clackamas counties in Oregon, and Clark County in Washington. Within the PMR there are nearly 50 incorporated cities, including the cities of Portland, Vancouver, Beaverton, Fairview, Gresham, Hillsboro, and Troutdale. The region contains 51 school districts and 47 fire protection districts and other special purpose districts.

Figure 1: Map of the PMR



Purpose

This Framework is intended to develop an all-hazards approach for coordination among recovery partners, to include local, state, county, regional, federal, tribal, non-profit, private sector, and

community organizations within the PMR. Guidance within the Framework establishes a pathway to robust post-disaster coordination and empowers recovery partners to establish resilient and equitable local and regional recovery operations. The Framework builds upon existing state and local plans and is not intended to replace these plans.

The Framework will achieve its purpose by offering guidance and tools that will support the PMR and its recovery partners as they build stronger recovery capabilities and more resilient, sustainable, and equitable communities.

How to Use This Framework

This Framework is organized to provide guidance to the following stakeholder groups:

- **Regional Bodies and Government Agencies:** Governmental departments and agencies that provide services at the regional level, spanning multiple counties in the PMR.
- **Local Government Agencies and Special Districts:** Governmental departments and agencies that provide services at the city and county levels, including special districts.
- **Private Sector and Non-Governmental Recovery Partners:** Non-governmental entities within the region and its localities with a role in disaster recovery operations, including businesses, voluntary and community organizations, and foundations.

CONTENTS OF THE FRAMEWORK

The sections of the Framework, described in **Table 1**, provide guidance on recovery operations for regional and local government agencies and regional recovery partners from the private and non-governmental sectors.

Table 1: Regional Recovery Framework Contents

Section	Description
1. Framework and Recovery Overview	Provides an overview of the Framework to contextualize and define the purpose of guidance within the body of the document, as well as provides tools and resources relevant to the whole Framework and all audiences.
2. Financing Recovery	Provides guidance and tools to support activities for regional and local government agencies to finance their recovery operations, including information regarding finance and administration, cost recovery, and potential funding opportunities.
3. County and City Guidance and Tools	Provides guidance for county governments, city governments, and special districts to inform the development of local recovery plans and provide insight on the role of these entities in regional recovery activities.
4. Regional Guidance and Tools	Provides guidance on regional coordination and provides guiding principles, priorities, and a common concept of recovery operations specific to the needs and character of the region and relevant to all regional stakeholders.
5. Recovery Support Functions	Provides an overview of the seven regional Recovery Support Functions (RSFs) and provides information on the mission, organization, key coordination points, and implementation milestones for each RSF.

OPERATIONAL SUPPORT TOOLS

In addition to recovery guidance, the Framework incorporates operational support tools throughout the document to supplement with resources to facilitate the implementation of Framework concepts. These tools are intended for regional and local government agencies and recovery partners from the non-governmental and private sectors to integrate recovery best practices. These tools are described in **Table 2** below. In addition to these operational support tools, the **Section 1 Appendix** includes a list of **Acronyms** and a **Glossary** to define key terms and acronyms used throughout the framework.

Table 2: Operational Support Tools

Tool	Description	Section
Supporting Plans, Resources, and Documents	A table of resources that local governments & regional bodies can use to guide pre- and post-disaster recovery planning efforts.	Section 1 Appendix
Federal Funding Opportunities	A table of federal funding opportunities available to local jurisdictions to fund recovery. The tool includes a description of the funding source, the coordinating federal agency, and the RSF that aligns with that funding source. RSFs can refer to this table to identify funding for the recovery projects they oversee.	Section 2 Appendix
County and City Recovery Planning Checklist	A checklist for conducting pre-disaster recovery planning that outlines how to develop major sections of a Local Recovery Framework using the County and City Recovery Framework Outline .	Section 3 Appendix
County and City Recovery Framework Outline	An outline of the key elements for inclusion in a Local Recovery Framework to standardize and support local recovery planning efforts.	Section 3 Appendix
RSF Activation Checklist	A checklist that provides the disaster recovery manager and other emergency management directors with potential criteria and considerations for activation for each RSF.	Section 3 Appendix
Disaster Recovery Center Manager Checklist	Disaster Recovery Center (DCR) Manager Checklist summarize key responsibilities and considerations for establishing and managing a DRC.	Section 3 Appendix
Disaster Recovery Center Guidance	Guidance for establishing and maintaining Disaster Recovery Centers (DRC), including reporting summary templates.	Section 3 Appendix
Recovery Action Plan Outline	Suggested outline of a Recovery Action Plan, a plan that documents the recovery projects, plans, and strategies to inform recovery after a disaster.	Section 3 Appendix
Community Engagement Tools	Suggested activities and examples to guide consistent and appropriate engagement.	Section 3 Appendix
Communications Templates	Pre-scripted messaging that can be used to support engagement of regional recovery partners during steady state and throughout recovery operations.	Section 4 Appendix
Coordination Call Agendas	Recommended agendas to support the facilitation of regional recovery coordination calls and encourage regional engagement in relevant recovery issues.	Section 4 Appendix

Tool	Description	Section
Regional Participation Checklist	A set of questions to consider when determining which regional stakeholders that should participate in the recovery process.	Section 4 Appendix
Coordination Checklists	Recommended activities to be carried out during each phase of recovery to support regional operational coordination.	Section 4 Appendix
Implementation Milestones	Recommended activities and milestones specific to each of the seven recovery support functions (RSFs) to inform planning and provide base guidance for the development and coordination of RSFs.	Section 5

Planning Assumptions

The following planning assumptions provide context regarding expectations for regional post-disaster recovery:

- The PMR may experience large-scale disasters that cross jurisdictional boundaries which require the coordination of regional organizations and resources to support effective recovery.
- Disasters may impact the region's infrastructure, economy, and human services.
- Disasters may cause population loss and shifts in migration patterns, both in the immediate aftermath of the event, and in the long-term.
- Businesses of all sizes may experience impacts from disasters; small and medium-sized businesses may experience disproportionate impacts from disasters.
- Local, county, and state resources may be insufficient to recover from a disaster, and assistance from federal and other sources may be required.
- The President of the United States may declare a major disaster or emergency, and federal assistance may become available to supplement local, county, regional, and state resources.
- The State of Washington or State of Oregon governors may declare a state of emergency and additional state resources may become available to supplement local, county, and regional resources.

Recovery Overview

Recovery begins at the time of response. Overall efficiency and effectiveness in recovery operations requires a joint effort across both response and recovery stakeholders and at all levels of government. Communication and coordination at the onset of a disaster through recovery are critical to:

- Mobilize essential recovery partners (i.e., “right sizing” recovery operations);
- Prevent duplication of efforts;
- Develop joint public information and communications plans;
- Collect data and essential information;
- Assess and track community impacts;
- Discuss cost recovery considerations and carry out required documentation activities;
- Establish initial lists of unmet and anticipated needs to inform short-, intermediate, and long-term recovery priorities and operations;
- Identify initial recovery strategies; and
- Coordinate effectively with regional partners.

Operations transition from response to recovery and are executed throughout short-, intermediate-, and long-term phases, as shown in **Figure 2**. Each phase corresponds to specific recovery milestones and activities to be accomplished during operations. For more information on transition and early recovery activities, refer to **Activation and Transition**.

Figure 2: Recovery Phases



Short-term recovery operations begin concurrently or shortly after the commencement of response operations. The overall goal for short-term recovery includes returning individuals and families, critical infrastructure, and essential government and commercial services back to a functional state, but not necessarily to pre-disaster conditions. Short-term operations involve:

- Assessing damage, impacts, and disruptions to systems services and the community;
- Evaluating the local capacity to address the recovery needs of the community;
- Restoring critical services and resources in the community; and
- Using equitable processes to identify intermediate and long-term restoration and recovery priorities.

Intermediate recovery operations occur once vital services have been restored. The goal of intermediate recovery is to identify permanent solutions for recovery and redevelopment. Intermediate operations involve:

- Managing and containing cascading impacts of an event to balance the community and prepare it for long-term recovery and redevelopment;
- Establishing permanent solutions and bringing government and commercial services closer to pre-disaster conditions; and
- Supporting the physical and mental health of the community.

Long-term recovery and redevelopment operations may continue for months or years. The goal underlying long-term recovery and redevelopment operations is to move the impacted community toward self-sufficiency, sustainability, and resilience with the concepts of building back better. Long-term operations involve:

- Developing resilience and sustainability measures that can be implemented in redevelopment;
- Developing and implementing strategies to use the recovery process as an opportunity to build a stronger, more resilient region;
- Identifying lessons learned to improve recovery in the future; and
- Evaluating recovery progress and ability to meet community needs.

For more information on the recovery process, recovery best practices, and pre-disaster recovery planning guidance, reference the documents contained in **Supporting Plans, Resources, and Documents**.

Recovery Vision, Goals, and Principles

The recovery vision, goals, and principles serve to guide pre- and post-disaster planning and provide a framework to establish recovery priorities and actions. The following recovery vision, goals, and principles were developed with input from recovery partners in the PMR during the Framework development process. The recovery vision below provides a guidepost for recovery planning, operations, and the end result.

Recovery Vision:

Coordinate with all communities to foster equitable recovery in order to sustain and advance community physical, social, and economic capacity; reduce existing risk; prevent the creation of new risk; and strengthen resilience in the PMR.

Goals

The following goals outline the desired results of recovery operations:

- Restore and improve equitable access to community functions and services including health and social services, economic development, natural and cultural resources, critical infrastructure, and housing.
- Improve recovery outcomes by integrating the concepts of equity, sustainability, and resilience into policies and laws.
- Establish and maintain robust public engagement, jointly develop recovery expectations and goals, and continually update communities on progress.
- Manage robust regional recovery planning and coordination that identifies and addresses recovery needs equitably across all communities.

Principles

The following principles guide priority-setting and implementation of the goals through operations:

- A unified regional approach to recovery will leverage and coordinate resources to bolster efforts by local entities and address issues that cross jurisdictional boundaries.
- Engaged partnerships and inclusiveness of the whole community are essential to recovery.
- Incorporating principles of equity and social justice (ESJ) in planning for and conducting recovery operations is critical to successful community and regional recovery.
- Identifying and addressing individual and community psychological and emotional health after a disaster is vital to ensuring community resilience.
- Timeliness and flexibility in decision-making and the implementation of recovery projects are critical to restoring and revitalizing disaster-impacted communities.
- Concepts of “build back better,” resilience, and sustainability must be integrated into all activities throughout pre- and post-disaster recovery.

Framework Maintenance

Coordinated Framework maintenance will be critical to the success of the Framework for the PMR. This will include monitoring, evaluation, and updates to the Framework as well as support to local framework maintenance.

The RDPO Planning Coordinator will lead framework **monitoring** in coordination with the Mitigation and Recovery (MITREC) sub-committee, which includes representatives from each local county. At a minimum, the Framework is reviewed every two years, and after each disaster event. Monitoring for changes in best practices, local and regional capabilities, and regional priorities will occur on an annual basis and be documented by the Planning Coordinator for MITREC. Every two years, the Planning Coordinator and MITREC Committee will complete the following tasks:

- Review local and regional concept of operations for recovery, including the Concept of County and City Operations and the Concept of Regional Coordination; and
- Review disaster cost recovery elements, including post-disaster funding, administration, and funding opportunities (refer to Finance and Administration Tools).

The RDPO Planning Coordinator and the MITREC sub-committee will lead framework **evaluation**. Post-disaster, where all or portions of the Framework are implemented, the MITREC will develop criteria to evaluate the Framework. Criteria should be based upon assumptions made in this Framework, alignment of concept of operations, and alignment to priorities.

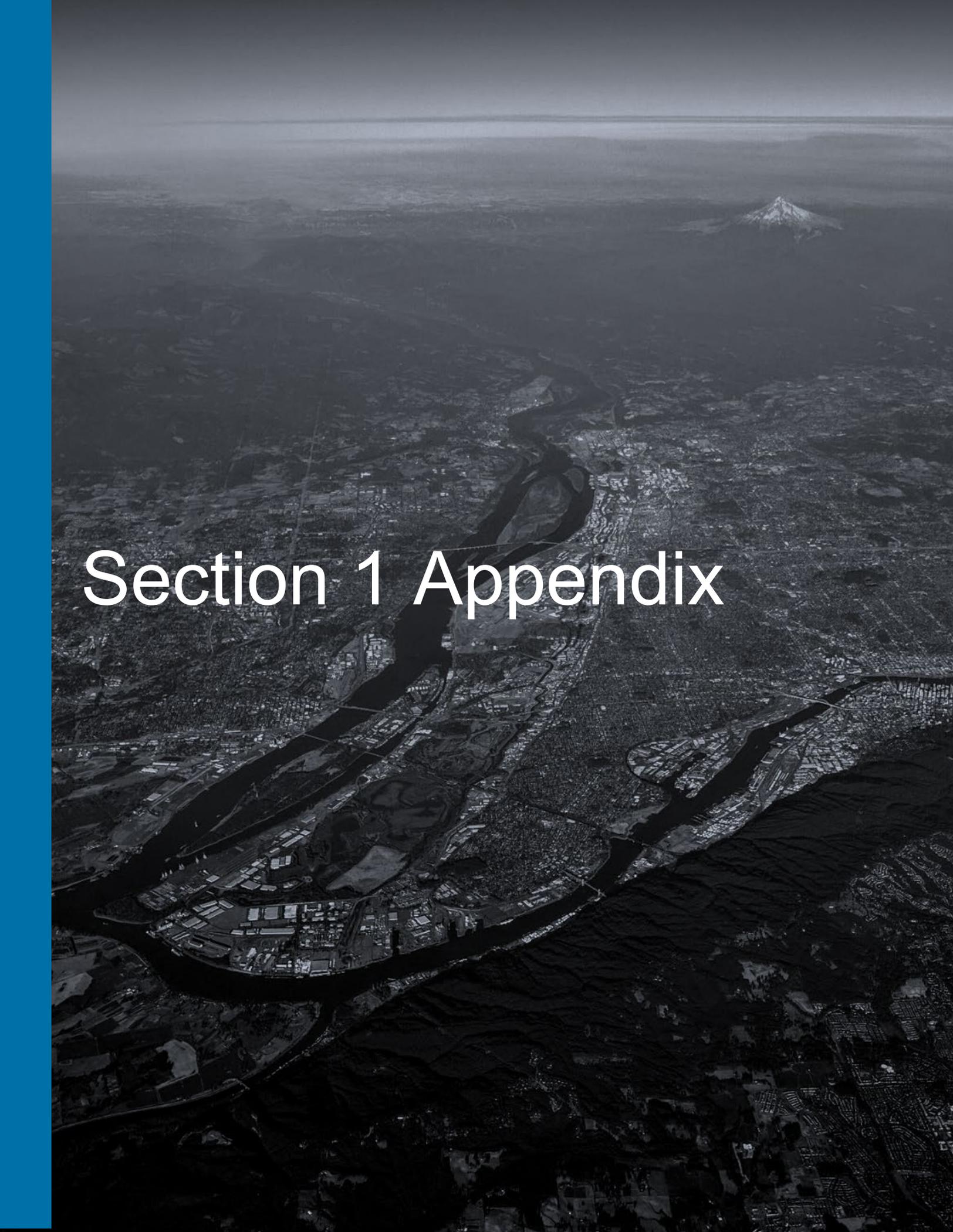
The RDPO Planning Coordinator, in coordination with the MITREC sub-committee will lead framework **updates**, which will be based on revisions identified through monitoring and evaluation. The Framework will be updated as needed given the proposed monitoring schedule and evaluation. Updates can also occur based on:

- The request of an elected official;
- When significant new risks or vulnerabilities are identified to appropriately plan for these risks;
- After a disaster to address lessons learned and vulnerabilities in pre-planning.

Any time the Framework is updated, the Work Plan should also be updated to reflect changing priorities, goals, and capabilities.

Local Framework Maintenance

Local framework maintenance will be led by local emergency managers, with support given by the RDPO staff. The primary role of the local emergency managers is to complete the monitoring, evaluation, and updates to their local frameworks. The role of the RDPO Planning Coordinator is to support the local emergency managers and provide technical assistance as needed. While local emergency management agencies should determine the frequency of review and update, it is recommended that local stakeholders reconvene at least once per year to maintain their local frameworks.

An aerial, black and white photograph of a wide river valley. The river flows from the top center towards the bottom right, winding through a valley. The valley floor is densely packed with buildings and infrastructure, indicating a city or town. The surrounding hillsides are covered in vegetation. In the far distance, a large, snow-capped mountain peak rises above the horizon. The sky is clear and bright. A solid blue vertical bar is located on the left side of the image.

Section 1 Appendix

Section 1 Appendix

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Section 1 Appendix

The following sections provide tools to facilitate cost recovery and recovery financing operations during recovery. These tools include a list of available funding opportunities that can be leveraged to fund recovery operations and actions, as well as PA guidance regarding application and eligibility requirements. PA is one of the most frequently allocated programs after a disaster and requires effective documentation and adherence to eligibility requirements to receive full reimbursement.

Supporting Plans, Resources, and Documents

Table 3 provides a list of resources that local governments & regional bodies can use to guide pre- and post-disaster recovery planning efforts.

Table 3: Relevant Guidance for Recovery Planning

Resource, Plan, and Document	Published (entity, year)	Relevance
<u>After Great Disasters: How Six Countries Managed Recovery</u>	Lincoln Institute of Land Policy, 2016	This document provides case studies from six countries and discusses their management of recovery; this document may be referenced for examples of the different ways that recovery can be managed.
<u>Audit Tips for Managing Disaster-Related Project Costs</u>	Office of Inspector General, 2017	This document identifies common audit finding from federally-funded recovery projects and may be referenced to inform cost recovery procedures.
<u>Australian Disaster Resilience Handbook Collection: Community Recovery</u>	Australian Government Department of Home Affairs, 2018	This document provides a guide to community recovery in Australia that may be referenced to inform community recovery considerations.
<u>City of Seattle Disaster Recovery Framework</u>	Seattle Office of Emergency Management, 2015	This document is a city-level recovery framework from the Pacific Northwest that may be referenced to inform the development of city recovery frameworks.
<u>Disabilities, Access & Functional Needs Inclusive Planning: Summary of Guidance, Best Practices, and References</u>	Regional Disaster Preparedness Organization (RDPO), 2016	This document outlines planning concepts related to AFN populations and may be referenced as a basis for integrating equity and social justice considerations in planning.
<u>Disaster Impact and Unmet Needs Assessment Kit</u>	US Department of Housing & Urban Development (HUD)	This document functions as a toolkit for assessing impacts to and unmet needs within communities and may be used as a tool to support planning for post-disaster needs assessments.
<u>Disaster Recovery Tracking Tool</u>	Coastal Hazards Center of Excellence	This resource is a tool for tracking the quality and progress of recovery efforts that can be used to support local recovery processes.

Resource, Plan, and Document	Published (entity, year)	Relevance
<u>FEMA Public Assistance Program and Policy Guide</u>	Federal Emergency Management Agency (FEMA), 2018	This document outlines procedures and requirements for the Public Assistance Program and may be referenced to inform cost recovery planning and post-disaster grant applications.
<u>National Disaster Recovery Framework</u>	FEMA, 2017	This document is a national best practice for disaster recovery that outlines guidance and resources for recovery planning.
<u>Oregon Resilience Plan</u>	Oregon Seismic Safety Policy Advisory Commission (OSSPAC), 2013	This document outlines a plan to increase resiliency related to seismic events in the State of Oregon and includes specific considerations for resiliency planning that may be integrated in recovery frameworks.
<u>Planning for Post-Disaster Recovery: Next Generation</u>	American Planning Association, 2014	This document outlines guidance recommendations for recovery planning and integrates a resilience-focused approach that may be referenced to enrich recovery frameworks.
<u>Portland Metropolitan Region's Multi-Agency Coordination System Concept of Operations Plan</u>	RDPO, 2016	This document provides a model of how the PMR coordinates during response and includes concepts that may be applied to recovery.
<u>Pre-Disaster Recovery Planning Guide for Local Governments</u>	FEMA, 2017	This document provides guidance and best practices for local-level recovery planning that should be followed during the planning process.
<u>Pre-Disaster Recovery Planning Guide for State Governments</u>	FEMA, 2016	This document provides guidance and best practices for state-level recovery planning that should be followed during the planning process.
<u>Recovery Federal Interagency Operational Plan</u>	FEMA, 2016	This document outlines guidance for the Implementation of the National Disaster Recovery Framework (NDRF) that should be referenced alongside the NDRF.
<u>Resilient Washington State</u>	Washington State Seismic Safety Committee Emergency Management Council, 2012	This document outlines a plan to minimize loss and improve recovery in the State of Washington after an earthquake and includes specific considerations for resiliency planning that may be integrated in recovery frameworks.

Acronyms

Table 4: Acronyms

Acronym	Definition
AAR	After-Action Reports
ADA	Americans with Disabilities Act
AFN	Access and Functional Needs
AOC	Association of Oregon Counties
API	Application Programming Interface
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ARES	Amateur Radio Emergency Services
BCP	Business Continuity Plans
BEOC	Portland Bureau of Emergency Communications
BNSF	Burlington Northern Santa Fe Railway
BOEC	Bureau of Emergency Communications
BPA	Bonneville Power Association
BRIC	Building Resilient Infrastructure and Communities
CAO	Washington County Community Action Organization
CARES	Clackamas Amateur Radio Emergency Services
CCDM	Clackamas County Disaster Management Department
C-COM	Clackamas County Department of Communications
CCSO	Clackamas County Sheriff's Office
CCWG	RDPO - Citizen Corps Work Group
CDBG	Community Development Block Grant
CDBG-DR	Community Development Block Grant - Disaster Recovery
CEI	Critical Energy Infrastructure
CEMP	Clark Regional Comprehensive Emergency Management Plan
CEPA	Columbia Emergency Planning Association
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
CMS	Centers for Medicare and Medicaid Services
COAD	Community Organizations Active in Disaster
COO	Chief Operating Officer
COOP	Continuity of Operations Plans
CPAWC	Cooperative Public Agencies of Washington County
CPCB	Community Planning and Capacity Building
CPS	Environmental Justice Collaborative Problem-Solving Cooperative Agreement Program
CPT	Core Planning Team

Acronym	Definition
CRESA	Clark Regional Emergency Services Agency
CRITFC	Columbia River Inter-Tribal Fish Commission
CSBG	Community Services Block Grant
C-TRAN	Clark County Public Transit Benefit Area Authority
DCA	Department of County Assets
DCA	Multnomah County Department of County Assets
DCHS	Department of County Human Services
DCHS	Multnomah County Department of Human Services
DCM	Department of County Management
DCM	Multnomah County Department of County Management
DCS	Department of Community Services
DCS	Multnomah County Department of Community Services
DDMP	Disaster Debris Management Plan
DEI	Diversity, Equity, and Inclusion
DEQ	Department of Environmental Quality
DEQ	Oregon Department of Environmental Quality
DHAP	Disaster Housing Assistance Program
DHS	Department of Homeland Security
DLUT	Department of Land Use and Transportation
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
D-SNAP	Disaster Supplemental Nutrition Assistance Program
DTD	Clackamas County Department of Transportation and Development
EBT	Electronic Benefits Transfer
ECC	Emergency Operations Center
ECC	Emergency Coordination Center
ECP	Emergency Conservation Program
EDA	United States Economic Development Administration
EEI	Essential Elements of Information
EFRP	Emergency Forest Restoration Program
ELAP	Emergency Assistance for Livestock, Honeybees and Farm-Raised Fish Program
EM	Emergency Loan Program
EMAC	Emergency Management Assistance Compact
EMD	Washington Emergency Management Division
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
ESF	Emergency Support Function

Acronym	Definition
ESG	Emergency Solutions Grants Program
ESJ	Equity and Social Justice
EWP	Emergency Watershed Protection Program
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FEMA	Federal Emergency Management Agency
FHWA ER	Federal Highway Administration Emergency Relief
FMA	Flood Mitigation Assistance Program
FNS	Food and Nutrition Service
FPM	Facilities and Property Management
FPM	Multnomah County Facilities and Property Management
FTA ER	Federal Transit Administration Emergency Relief
GEM	Pacific Northwest Interagency Cooperative Intergovernmental Agreement for Grounds Equipment and Maintenance
GIS	Geographic Information System
GPS	Global Positioning System
HHS	United States Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HMP	Hazard Mitigation Plan
HPO	Northwest Health Preparedness Organization
HSS	Health and Social Services
HSSN	Housing and Supportive Services Network
HUD	United States Department of Housing and Urban Development
IA	Individual Assistance
ICS	Incident Command System
IDA	Initial Damage Assessment
IPs	Improvement Plans
IRS	Internal Revenue Service
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JIT	Just-In-Time
JPACT	Metro - Joint Policy Advisory Committee on Transportation
LEPC	Clark County Local Emergency Planning Commission
LIDAR	Light Detection and Ranging
LOCOM	Lake Oswego Communications
LUT	Washington County Department of Land Use and Transportation
MAC	Multiagency Coordination Group
MAX	Metropolitan Area Express Light Rail

Acronym	Definition
MCARES	Multnomah County Amateur Radio Emergency Services
MCEM	Multnomah County Emergency Management
MCHD	Multnomah County Health Department
MCHD	Multnomah County Health Department
MCSO	Multnomah County Sheriff's Office
MCSO	Multnomah County Sheriff's Office
MORE IGA	Managing Oregon Resource Efficiently Intergovernmental Agreement
MOU	Memorandum of Understanding
MPAC	Metro - Policy Advisory Committee
NAO	Non-Profit Association of Oregon
NAP	Noninsured Crop Disaster Assistance Program
NCR	Natural and Cultural Resources
NDRF	National Disaster Recovery Framework
NFIP	National Flood Insurance Program
NGO	Nongovernmental Organization
NHMP	Natural Hazards Mitigation Plan
NIMS	National Incident Management System
NPS	National Park Service
NRCS	Natural Resources Conservation Service
NW Natural	Northwest Natural
NWHPO	Northwest Oregon Health Preparedness Organization
OAHHS	Oregon Association of Hospitals and Health Systems
ODOT	Oregon Department of Transportation
OEM	Oregon Office of Emergency Management
OPS	Washington County LUT Operations and Maintenance
ORVOAD	Oregon Voluntary Organizations Active in Disaster
ORWARN	Oregon Water/Wastewater Agency Response Network
OSHA	Occupational Safety and Health Administration
OSSPAC	Oregon Seismic Safety Policy Advisory Commission
PA	Public Assistance
PAPPG	Federal Emergency Management Agency Public Assistance Program and Policy Guide
PBOT	Portland Bureau of Transportation
PDM	Pre-Disaster Mitigation Grants
PDS	Washington County LUT Planning and Development Services
PGE	Portland General Electric
PIO	Public Information Officer
PMR	PMR
PNEMA	Pacific Northwest Emergency Management Arrangement

Acronym	Definition
PNP	Private Non-Profit Organizations
PNWER	Pacific Northwest Economic Region
PR	Public Relations
PSU	Portland State University
PTSD	Post-Traumatic Stress Disorder
RACES	Radio Amateur Civil Emergency Service
RACES	Radio Amateur Civil Emergency Service
RAP	Recovery Action Plan
RDPO	Regional Disaster Preparedness Organization
RHMERT	Regional Hazardous Materials Emergency Response Team
RIP	Rehabilitation and Inspection Program
RLS	Regional Land Information System
RMACS	PMR's Regional Multi-Agency Coordination System
RRT	Region 10 Regional Response Team
RSF	Recovery Support Function
SBA	Small Business Administration
SBA	Small Business Administration Disaster Loans
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SEDCOR	Strategic Economic Development Corporation
SFHA	Special Flood Hazard Areas
SHPO	State Historic Preservation Officer
SME	Subject Matter Expert
SOP	Standard Operating Procedure
STEP	Sheltering and Temporary Essential Power
TAP	Tree Assistance Program
THPO	Tribal Historic Preservation Officer
THPRD	Tualatin Hills Parks and Recreation Department
TIC	Trauma-Informed Care
TSA	Transitional Sheltering Assistance
TVWD	Tualatin Valley Water District
UASI	Urban Area Security Initiative
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster
WAWARN	Washington Water/Wastewater Agency Response Network
WCCCA	Washington County Consolidated Communications Agency
WES	Westside Express Service Commuter Rail

Glossary

Table 5: Glossary

Term	Definition
Activation	Refers to the transition from pre-disaster to response phase by making ESFs and/or RSFs operational.
Activities	Specific actions related to achieving the milestone.
Build Back Better	Signifies the concept that localities will build back better, stronger, and more resilient after a disaster. ¹
Capabilities	Policies, funding, authorities, staff, and technical abilities that help agencies contribute to response and recovery.
Community Health	Refers to community social, political, economic, psychological, and physical well-being.
Critical Infrastructure	Those assets, systems, networks, and functions—physical or virtual—so vital to the community that their incapacitation or destruction would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters. ²
Direct Disaster Impacts	Impacts that represent the partial or complete physical destruction caused by the natural disaster to human beings, buildings, infrastructure, vehicles, capital, and on stock. Direct impacts will occur over different periods of time depending on the type and magnitude of the disaster. ³
Disaster Recovery Center	The central location for delivering assistance to disaster survivors. It is a readily accessible facility where disaster survivors can meet face-to-face with representatives of Federal, State, county, local, and volunteer agencies.
Emergency Declaration	The President can declare an emergency for any occasion or instance when the President determines federal assistance is needed. Emergency declarations supplement State and local or Indian tribal government efforts in providing emergency services, such as the protection of lives, property, public health, and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. The total amount of assistance provided for in a single emergency may not exceed \$5 million. ⁴
Emergency Operations Center	Central facility from which local governments can provide interagency coordination and decision making in support of incident response.

¹ Mannakkara, Sandeeka & Wilkinson, Suzanne & Rose Francis, Tinu. (2015). "Build Back Better" Principles for Reconstruction. 10.1007/978-3-642-35344-4_343. Retrieved at:

https://www.researchgate.net/publication/302488721_Build_Back_Better_Principles_for_Reconstruction

² FEMA, 2013. Critical Infrastructure and Key Resources Support Annex. Retrieved at: https://www.fema.gov/media-library-data/20130726-1914-25045-7032/nrf_support_annex_cikr_20130505.pdf

³ Laugé, A., Hernantes, J., Sarriegi, J, 2013. Disaster Impact Assessment: A Holistic Framework [Presentation]. Retrieved at: <http://www.iscram.org/legacy/ISCRAM2013/files/225.pdf>

⁴ FEMA, 2018. Disaster Declaration Process. Retrieved at: <https://www.fema.gov/disaster-declaration-process>

Term	Definition
Emergency Support Functions	Grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents. ⁵
Essential Elements of Information	EEIs make up a comprehensive list of information requirements that are needed to promote informed decision-making. EEIs provide context, inform decision-making and contribute to analysis. EEIs are required to plan and execute an operation and to support timely, logical decisions. ⁶
Incident Command System	A management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ⁷
Intangible Disaster Impacts	Impacts that are not physically present, but exist within social, economic, and political constructs within communities. Examples include human suffering, cultural artefacts, losses of memorabilia, environmental impacts, and psychological effects. Intangible impacts can also be positive such as development of community and solidarity. ⁸
Intermediate Recovery	Phase of recovery that involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. ⁹
Long-Term Recovery	Phase of recovery that may continue for months or years and addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural, and built environments; and a move to self-sufficiency, sustainability, and resilience. ¹⁰
Major Disaster Declaration	The President can declare a major disaster for any natural event that the President determines has caused damage of such severity that it is beyond the combined capabilities of state and local governments to respond. A major disaster declaration provides a wide range of federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work. ¹¹

⁵ US Department of Health and Human Services (HHS), n.d. Emergency Support Functions. Retrieved at: <https://www.phe.gov/preparedness/support/esf8/Pages/default.aspx>

⁶ FEMA, n.d. Glossary: Essential Elements of Information. Retrieved at: <https://emilms.fema.gov/IS822/glossary.htm>

⁷ FEMA, 2018. Incident Command System Resources. Retrieved at: <https://www.fema.gov/incident-command-system-resources>

⁸ Laugé, A., Hernantes, J., Sarriegi, J, 2013. Disaster Impact Assessment: A Holistic Framework [Presentation]. Retrieved at: <http://www.iscram.org/legacy/ISCRAM2013/files/225.pdf>

⁹ FEMA, 2016. Recovery Federal Interagency Operational Plan. Retrieved at: https://www.fema.gov/media-library-data/1471451918443-dbbb91fec8ffd1c59fd79f02be5afddd/Recovery_FIOP_2nd.pdf

¹⁰ Ibid.

¹¹ FEMA, 2018. Disaster Declaration Process. Retrieved at: <https://www.fema.gov/disaster-declaration-process>

Term	Definition
Milestones	Major progress points in the recovery of a support function and/or movement toward a goal in that specific RSF.
Mitigation	Capabilities necessary to reduce loss of life and property by lessening the impact of disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risk after a disaster has occurred.
Mitigation	Capabilities necessary to reduce loss of life and property by lessening the impact of disasters. Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risk after a disaster has occurred. ¹²
Needs Assessment	An assessment used to determine impacts to a community, and the State's involvement and level of supplemental assistance needed for long-term recovery. ¹³
Preliminary Damage Assessment (PDA)	An assessment used to determine the magnitude and impact of an event's damage, usually conducted by a FEMA or State Team. The team will evaluate disaster-related damages and determine if the needed repairs exceed State or Local resources.
Recovery	Restoration and strengthening of key systems and resource assets post-disaster that are critical to the economic stability, vitality, and long-term sustainability of the community.
Recovery Support Functions	A coordinating structure for key functional areas of assistance in the National Disaster Recovery Framework that supports local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners, and stakeholders.
Redevelopment	Rebuilding degraded, damaged, or destroyed social, economic, and physical infrastructure in a community, state, or tribal government to create the foundation for long-term development. ¹⁴
Resilience	A community's ability to withstand, recover from, adapt to, and/or advance, despite acute shocks and long-term stressors.
Resilience	A community's ability to resist, withstand, recover from, and/or advance despite acute shocks and long-term stressors. Resilience is achieved by imagining success 50 to 100 years in the future and working toward that vision through daily activities.

¹² Ibid.

¹³ FEMA, n.d. ESF #14 Needs Assessment Tool. Retrieved at: <https://www.fema.gov/media-library/assets/documents/25394>

¹⁴ FEMA, 2016. Recovery Federal Interagency Operational Plan. Retrieved at: https://www.fema.gov/media-library-data/1471451918443-dbbb91fec8ffd1c59fd79f02be5afddd/Recovery_FIOP_2nd.pdf

Term	Definition
Response	Immediate actions taken during and after a disaster to save lives, protect property, and restore basic human needs.
Restoration	The process of returning a structure, building, or resource back to a pre-disaster state and function(s).
Short-Term Recovery	Phase of recovery that addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources, including restarting and/or restoring essential services (e.g., gas, water, electricity) for recovery decision making. ¹⁵
Special Districts	A local community creates special districts to meet a specific need or needs(s) of a community that may cross jurisdictional boundaries and have certain legal duties and responsibilities. ¹⁶
Steady State Operations	Agency roles, responsibilities, and activities that are ongoing pre-disaster.
Sustainability	Conditions under which [humans] and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans. ¹⁷
Tangible Disaster Impacts	Impacts that can be measured in monetary terms as there is market for them, such as destruction of vehicles, buildings or infrastructure, the changes in income or increasing of costs. Tangible impacts can also be positive such as income increase in non-affected industries. ¹⁸
Whole Community	The whole community includes individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, State, tribal, territorial, insular area, and Federal). Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships.” ¹⁹

¹⁵ Ibid.

¹⁶ Special District Association of Oregon, n.d. What is a Special District? Retrieved at: <http://ref.sdao.com/general/what-is-special-district.pdf>; MRSC, n.d. What is a Special District? Retrieved at: <http://mrsc.org/Home/Explore-Topics/Governance/Forms-of-Government-and-Organization/Special-Purpose-Districts-in-Washington/What-is-a-Special-District.aspx>

¹⁷ National Environmental Protection Act (NEPA) of 1969; Executive Order 13514, 2009

¹⁸ Laugé, A., Hernantes, J., Sarriegi, J. 2013. Disaster Impact Assessment: A Holistic Framework [Presentation]. Retrieved at: <http://www.iscram.org/legacy/ISCRAM2013/files/225.pdf>

¹⁹ FEMA, 2016. National Disaster Recovery Framework. Retrieved at: https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf

Section 2: Financing Recovery



Finance and Administration

This section and its appendix include several tools to support financial management operations as part of the recovery process:

- An overview of funding sources;
- Recommendations for cost recovery processes;
- A list of funding opportunities;
- An overview of the Public Assistance (PA) program (Section 2 Appendix); and
- A list of common audit findings for disaster-related projects (Section 2 Appendix).

Funding

Recovery operations require extensive finance and administration capability. Finance and administrative leadership must be at the table to integrate, inform, coordinate, and ultimately implement recovery priorities. Cost recovery refers to the complex process of obtaining reimbursements for costs associated with eligible response and recovery activities. This mechanism provides the financial support for communities to recover following a disaster. Cost recovery processes can be time intensive, which requires localities to seek out additional financing until reimbursements are complete, such as through recovery financing. Recovery financing refers to the general acquisition of funding for new recovery projects.

Different types of federal funding opportunities are described in more detail in **Funding Opportunities** but all localities should identify additional sources available at the local, regional, state, and federal level. Available sources for financing recovery operations may include the following funding sources, described in **Table 6**.

Steady State versus Post-Disaster Funding

Many of the considerations for managing grants and other inflows of funding that are part of steady state financial management will also be applicable to post-disaster financial management. However, post-disaster financial management requires additional considerations be incorporated in these processes. Post-disaster funding considerations include donations management, management of recovery grants, and cost recovery administration.

Table 6: Overview of Funding Sources

Funding Source	Overview
Insurance Pay-Outs	Insurance pay-outs are a significant source of funding, especially for privately owned property, and should be exhausted before seeking other funding. Insurance pay-outs may cover homes, businesses, and certain publicly owned properties.
State and Federal Grants and Loans	State and federal grants and loans may be available to support recovery when local resources are overwhelmed. These funding sources are diverse in their focus areas and eligibility requirements.
Commercial / Small Business Administration Loans	Commercial and Small Business Administration (SBA) loans are used to support business recovery and economic revitalization. SBA loans are available exclusively through SBA, while commercial loans are distributed by private entities such as banks.
Private, Non-Profit, and Other Sources	Private, non-profit, and other sources include donations or other funds received from charitable organizations, community foundations, sister cities, foreign nations, or private donors that may become available after disasters.

INSURANCE PAY-OUTS

The initial source of disaster recovery funding, especially for homes and other privately-owned properties, is often private insurance pay-outs. Receiving insurance pay-outs can often prove to be a challenging process. Homeowners and businesses may also be uninsured or underinsured and may not be aware of it.

To counteract some of these challenges, cities and counties can educate businesses and residents on processes and best practices for receiving proper insurance pay-outs. They can also engage with insurance companies and representatives during the recovery process. Identifying claims submission deadlines and other procedures necessary for obtaining and distributing insurance pay-outs is an important step in properly managing and distributing insurance funds so government funds are not used unnecessarily.

Cities and counties are often self-insured and responsible for covering disaster costs; however, many have purchased policies with high deductibles to cover catastrophic financial situations. Risk managers or city and county attorneys can help in this area.

STATE AND FEDERAL GRANTS AND LOANS

A wide range of state and federal programs are also available to provide financial assistance to recovery efforts when local resources are overburdened or unavailable. These programs vary in their scope and eligibility activity requirements. Maintaining awareness and understanding of various funding options, both before and after a disaster, can facilitate easier integration of these programs into recovery operations. Pre-disaster grants can sometimes fund costly preparedness projects that help reduce the impacts or risk from a disaster. Post-disaster funding options can support city and county entities as they implement recovery operations. A list of federal funding sources can be found in **Funding Opportunities** and additional tools and guidance for the Public Assistance program are provided in **Public Assistance Program Overview**.

Cities and counties should monitor the administrative requirements for state and federal funding sources to maintain proper use of funds. **Common Audit Findings for Disaster-Related Project Costs** provides an overview of frequent pitfalls in the administration of federal grants for disaster-related projects. Special consideration should be noted when considering a regional approach to recover. The PMR exists in two states, which will affect the availability for consistent funding throughout the region and may affect an even and equitable recovery.

COMMERCIAL/SMALL BUSINESS ADMINISTRATION LOANS

Commercial and Small Business Administration (SBA) loans are a source of support for funding economic revitalization and the return of businesses and jobs. Commercial loans are those secured through private institutions, often local banks. Building relationships with the local banking sector is a pre-disaster measure that can help facilitate these loans during recovery. One kind of commercial loan assistance that may be available is bridge loans, which are short-term loans given to businesses while they secure more permanent forms of recovery funding.

The SBA offers a Disaster Loan Assistance program, which provides low-interest loans to businesses, non-profits, homeowners, and renters. Disaster Loan Assistance funds can be used to repair or replace the following items damaged in a federally-declared disaster:

- Real estate;
- Personal property (e.g., dwellings, machinery, and equipment); or
- Inventory and business assets.

While valuable, the eligibility requirements for these loans can be difficult to understand, and applicants may require additional support during the loan application process.

PRIVATE, NON-PROFIT, AND OTHER SOURCES

Other private and non-governmental sources of funding can be essential methods of financial assistance. Community organizations or foundations, as well as voluntary organizations active in disasters (VOADs) can act as key partners in recovery funding and operations.

Donations from charitable organizations, community foundations, sister cities, foreign nations, or private donors may be received in the event of a disaster, and these funds need to be properly managed and used effectively and appropriately. Community emergency managers may be assigned responsibility for managing assistance from non-profits and voluntary organizations. Counties and cities may also consider developing protocols and management plans for donations. Furthermore, non-profit and non-governmental organizations (NGOs) may also provide an external assistance in overseeing and managing donations. Private sector entities can also offer valuable financial contributions to recovery efforts. Following disasters, businesses may offer financial donations, resources, volunteers, or even establish relief funds. While this funding may or may not be made available, establishing procedures to manage private sector

Private Sector Funding

Following the 2018 Camp Fire, breweries in Sonoma County supported community recovery through donations to the Camp Fire Relief Fund. Sierra Nevada Brewing Company created Resilience IPA and donated 100% of its proceeds to the fund. The brewery also made the recipe publicly available to encourage other breweries to draught the beer and donate their proceeds.

funds and relationships with private sector partners can foster the involvement of these entities in financially supporting the recovery process.

Cost Recovery

Cost recovery processes are complex and require effective coordination, administration, and financial management operations. Developing pre-disaster cost recovery plans at the local level can help to clearly identify procedures, standards, and roles in the cost recovery process as well as provide tools to support cost recovery stakeholders.

Local cost recovery plans should include considerations for tracking procedures and financial standards to help jurisdictions acquire funding and track that costs and operational procedures remain compliant with relevant standards. The inclusion of proper tracking methods in planning can also improve understanding of best practices and gaps after or in the late stages of recovery. The following are recommended strategies for effective project administration that should be incorporated in local cost recovery plans:

- Identify the role of project managers to coordinate and oversee specific recovery-related projects.
- Establish thorough and detailed tracking systems and standards for all recovery-related costs and processes. It is recommended that these tracking systems be activated as soon as possible at the beginning of the disaster to collect the most accurate records. Tracking of recovery costs must be done with a high level of attention to detail to the proper use of funds and facilitate reimbursement through the Federal Emergency Management Agency (FEMA) and other entities.
- Maintain documentation for key activities and processes, including all damage assessments, and any documentation needed for financial assistance programs such as Community Development Block Grant Disaster Recovery (CDBG-DR) or PA.
- Establish standard time periods to keep disaster-related documentation.
 - Identify where documentation should be held, and by whom it should be managed.
- Establish processes to develop project timelines, milestones, budgets, and a reporting schedule.
- Identify and describe the importance of following all relevant laws, policies, and procedures, including:
 - State of Oregon Emergency Management Plan;
 - Washington State Comprehensive Emergency Management Plan;
 - Portland Region Resource Request Management Handbook;
 - FEMA Disaster Administrative Cost Report;
 - Requirement standards for FEMA grants (e.g., Individual Assistance [IA], Public Assistance [PA], Other Needs Assistance [ONA]); or
 - FEMA PA Program and Policy Guide.

Tracking Systems

A variety of tools and software exist to help local governments track recovery progress, costs, equipment, effectiveness, and sustainability. Cities and counties may consider integrating software to streamline tracking processes.

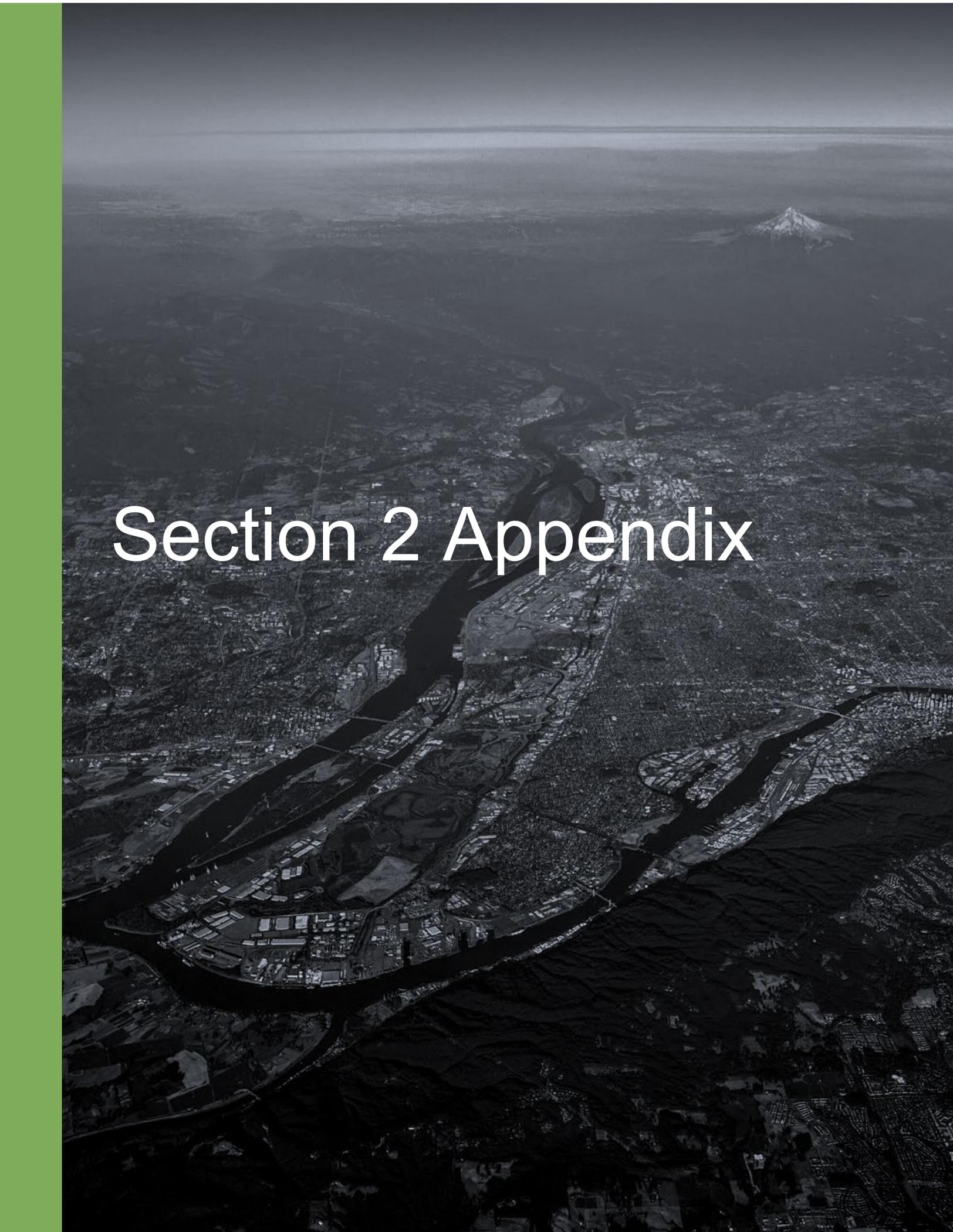
For example, the *Disaster Recovery Tracking Tool* was developed by the former Coastal Hazards Center of Excellence and is compliant with the NDRF. A link to the *Disaster Recovery Tracking Tool* can be found in **Supporting Plans, Resources, and Documents**.

Leading Cost Recovery

The role of managing cost recovery after a disaster may be assigned to different agencies within local government. Examples of agencies within the PMR that may lead cost recovery include:

- Emergency Management Departments
- Finance Departments
- Controller's Offices

These agencies each have a key role in cost recovery. Emergency management agencies can provide expertise on the recovery process, while finance departments can offer familiarity with local financial practices. The management and direction that controllers provide may also be valuable in leading the management of cost recovery processes.

An aerial, black and white photograph of a city and its surrounding landscape. A large river winds through the center of the city, forming a loop. The city is densely packed with buildings and streets. In the background, a large, snow-capped mountain rises above the city. The sky is clear and bright. A solid green vertical bar is on the left side of the image.

Section 2 Appendix

Section 2 Appendix

<u>FUNDING OPPORTUNITIES</u>	<u>41</u>
<u>PUBLIC ASSISTANCE PROGRAM OVERVIEW</u>	<u>51</u>
<u>COMMON AUDIT FINDINGS FOR DISASTER-RELATED PROJECT COSTS</u>	<u>54</u>

Section 2 Appendix

The following sections provide tools to facilitate cost recovery and recovery financing operations during recovery. These tools include a list of available funding opportunities that can be leveraged to fund recovery operations and actions, as well as PA guidance regarding application and eligibility requirements. PA is one of the most frequently allocated programs after a disaster and requires effective documentation and adherence to eligibility requirements to receive full reimbursement.

Funding Opportunities

Table 7 provides a list of additional federal funding opportunities. All opportunities should be reviewed to check their availability and applicability to recovery projects and planning.

Table 7: Federal Funding Opportunities

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Building Resilient Infrastructure and Communities (BRIC)	The BRIC program, formerly known as the Pre-Disaster Mitigation (PDM) Program, reduces overall risk to the population and structures from future hazard events by focusing on the development of resilient public infrastructure. The program is funded through the Disaster Relief Fund as a six percent set aside from disaster expenses from every major disaster declaration. State, local, territory, and tribal governments can apply. BRIC is a part of FEMA's Hazard Mitigation Assistance (HMA).	FEMA							
Capacity Building for Sustainable Communities	Capacity Building for Sustainable Communities provides funding to organizations to work with grantees and establish capacity-building networks.	US Environmental Protection Agency (EPA) and US Department of Housing and Urban Development (HUD)							
Community Compass Technical Assistance and Capacity Building Award*	The Community Compass initiative funds technical assistance to sub-grantees to help provide the knowledge, skills, and expertise necessary to implement HUD's community development programs.	HUD							

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Community Development Block Grant (CDBG)	The CDBG program is available through HUD and provides funding for projects that address community development needs.	HUD							
CDBG-DR	CDBG-DR is a disaster recovery grant program available through HUD for significant unmet needs for long-term recovery. CDBG funds must be appropriated to HUD through Congress, and can be used for measures such as housing, economic revitalization, and infrastructure restoration.	HUD							
Community Services Block Grant (CSBG)	CSBG supports a broad range of locally determined services, including employment services, education, income support/management, housing, emergency services, health, and nutritional services, among others. CSBG funding is available to states, community action agencies, and state-designated organizations. The program supports the development of solutions to revitalize low-income communities, reduce poverty, and develop public/private partnerships. ²⁰	US Department of Health and Human Services (HHS)							
Disaster Housing Assistance Program (DHAP)	DHAP was formed in response to Hurricanes Katrina and Hurricane Rita and offers rental assistance and other services to low-income disaster survivors. DHAP uses HUD's existing network of public housing agencies to administer assistance. The typical method of rental assistance through DHAP consists of pay-outs that fill the gap between household incomes and the rental cap, with households paying progressively larger portions of the rent cost the longer they are using DHAP assistance.	HUD							

²⁰ US Department of Health and Human Services, n.d. Retrieved at: <https://www.acf.hhs.gov/ocs/programs/csbg/about>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
	Localities will need to explore if this is still an applicable funding source.								
Disaster Supplemental Nutrition Assistance Program (D-SNAP)	Through the Disaster Supplemental Nutrition Assistance Program (D-SNAP), FNS can quickly offer short-term food assistance benefits to families suffering in the wake of a disaster. Eligible households receive one month of benefits, equivalent to the maximum amount of benefits normally issued to a SNAP household of their size. Benefits are issued via an electronic benefits transfer (EBT) card, which can be used to purchase food at most grocery stores.	US Department of Agriculture (USDA) Food and Nutrition Service (FNS)							
Economic Development Administration Funds	The EDA supports the effective delivery of Federal economic development assistance to support long-term recovery through a variety of partner agencies. The EDA makes funds available (up to the hundreds of millions depending on the disaster's scale) to communities to rebuild and stimulate the economy.	US Economic Development Administration (EDA)							
Emergency Assistance for Livestock, Honeybees and Farm-Raised Fish Program (ELAP)	ELAP provides payments to eligible producers of livestock, honeybees, and farm-raised fish to help compensate for losses due to disease (including cattle tick fever), adverse weather or other conditions, such as blizzards and wildfires.	USDA Farm Service Agency							
Emergency Conservation Program (ECP)	ECP provides funding to rehabilitate farmland damaged by wind erosion, floods, hurricanes, or other natural disasters, and for carrying out emergency water conservation measures during periods of severe drought.	USDA Farm Service Agency							
Emergency Forest Restoration Program (EFRP)	EFRP provides payments to eligible owners of rural nonindustrial private forest land to carry out emergency measures to restore forest health on land damaged by natural disaster events, such as floods, hurricanes, or other natural disasters.	USDA Farm Service Agency							

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Emergency Loan Program (EM)	EM provides loans to help producers recover from production and physical losses due to drought, flooding, other natural disasters, or quarantine.	USDA Farm Service Agency							
Emergency Solutions Grants (ESG) Program	The ESG program provides funding to: (1) engage homeless individuals and families living on the street; (2) improve the number and quality of emergency shelters for homeless individuals and families; (3) help operate these shelters; (4) provide essential services to shelter residents; (5) rapidly rehouse homeless individuals and families; and (6) prevent families/individuals from becoming homeless.	HUD							
Emergency Supplemental Funding from the Historic Preservation Fund (ESHPPF)	The ESHPR provides funding to allow State Historic Preservation Officers (SHPOs) and Tribal Historic Preservation Officers (THPOs) to facilitate recovery projects including compliance activities, surveys and inventory of historic resources in areas impacted by the disaster, recovery and repair of historic properties damaged during the disaster, and other disaster recovery related activities as approved by NPS. ²¹ Funds are appropriated to this grant on occasion by Congress.	US National Park Service (NPS)							
Emergency Watershed Protection Program (EWP)	EWP funds projects that help repair and/or restore environmental assets and critical facilities and infrastructure. A disaster declaration is not needed to be eligible for funds, but states will have to provide partial funding. There are two programs within EWP: 1) EWP - Recovery, and 2) EWP – Floodplain Easements. Through each of these programs, NRCS provides financial and technical assistance for eligible activities. ²²	Natural Resources Conservation Service (NRCS)							

²¹ United States National Park Service, n.d. Disaster Recovery Grants. Retrieved at: <https://www.nps.gov/preservation-grants/disaster-recovery/index.html>

²² Natural Resources Conservation Service, n.d. Emergency Watershed Protection Program. Retrieved at: <https://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/landscape/ewpp/>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Environmental Justice Collaborative Problem-Solving (CPS) Cooperative Agreement Program	CPS provides funding for communities for collaborative planning initiatives to implement environmental justice projects.	US EPA							
Environmental Justice Small Grants Program	The Environmental Justice Small Grants Program supports efforts to address environmental justice in projects related to environmental and public health risk.	US EPA							
FHWA Emergency Relief (ER)	This program was developed from the Highway Trust Fund to repair or reconstruct Federal highway infrastructure that has been severely impacted by natural disasters or catastrophic failures from an external cause. The applicability of ER funds to natural disasters depends on the extent and intensity of the event, while the applicability of ER funds to a catastrophic failure depends on the cause. One-hundred million dollars is authorized annual, but Congress may approve additional supplemental funding. ²³	Federal Highway Administration (FHWA)							
Flood Mitigation Assistance Program (FMA)	FMA provides funding to states, territories, federally-recognized tribes, and local communities for projects and planning that reduces or eliminates long-term risk of flood damage to structures insured under the NFIP.	FEMA							
FTA Emergency Relief (ER)	The FTA ER Program provides funding for capital projects that seek to repair, protect, and/or replace public transportation equipment and facilities that may suffer or have suffered serious	Federal Transit Administration (FTA)							

²³ Federal Highway Administration, n.d. Emergency Relief Program. Retrieved at: <https://www.fhwa.dot.gov/programadmin/erelief.cfm>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
	damage. This program also offers funding for operating cost of response (e.g., evacuation, temporary public transportation systems, rescue operations).								
Hazard Mitigation Grant Program (HMGP)	The purpose of HMGP is to help communities implement hazard mitigation measures following a presidential major disaster declaration in the areas of the state, tribe, or territory requested by the Governor or Tribal Executive. The key purpose of this grant program is to enact mitigation measures that reduce the risk of loss of life and property from future disasters. Funding is applied to protect undamaged public facilities or housing. Note that HMGP counts as HMA.	Federal Emergency Management Agency (FEMA)							
HOME Investment Partnerships Program	The HOME Investment Partnerships Program (HOME) provides formula grants to states and localities that communities use, often in partnership with local nonprofit groups, to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income people. It is the largest federal block grant to state and local governments designed exclusively to create affordable housing for low-income households.	HUD							
Individual Assistance (IA)	FEMA provides IA to individuals and families who have sustained losses due to disasters. Assistance is provided for housing, as well as other needs including medical and dental, childcare, funeral and burial, essential household items, moving and storage, vehicle, and some clean-up items. ²⁴	FEMA							

²⁴ FEMA, n.d. Individual Disaster Assistance. Retrieved at: <https://www.fema.gov/individual-disaster-assistance>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Internal Revenue Service (IRS) Tax Relief	The IRS helps in the form of tax relief to individuals and businesses. For most forms of tax relief, a Federal declaration is required. Depending on the circumstances, the Internal Revenue Service may grant additional time to file returns and pay taxes. Survivors of a declared disaster may file an amended return to claim disaster-related losses on their tax return for the previous year and receive a faster refund. Disaster-related damages to a home may also be deducted when filing a tax return.	Internal Revenue Service (IRS)							
National Center for Preservation Technology and Training	The National Center for Preservation Technology and Training provides funding to projects that protect cultural resources against natural disasters.	US Department of Interior, National Center for Preservation Technology and Training							
National Flood Insurance Program (NFIP)	NFIP can offer up to \$250,000 in financial assistance for repairing or replacing residential properties, and up to \$500,00 for public buildings and businesses after a flood event. NFIP assistance is available regardless of whether the flood event is a Federally declared disaster and does not have a payback requirement like an SBA loan. NFIP assistance may also be used outside Special Flood Hazard Areas (SFHA). Note that property owners had to have taken out National Flood Insurance in advance of the disaster to qualify.	FEMA							
National Historical Publications and Records Commission	Part of eligible activities includes funding for disaster preparedness and mitigation planning for cultural institution that hold archival information.	United States Archives							
Noninsured Crop Disaster Assistance Program (NAP)	NAP provides financial assistance for non-insurable crop losses due to drought, flood, hurricane, or other natural disasters.	USDA Farm Service Agency							

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Office of Land and Emergency Management Grants and Funding	The Office of Land and Emergency Management Grants and Funding provides funding for projects, including the following: brownfields; federal facilities restoration and reuse; solid waste management; resource conservation and recovery; and underground storage tanks. These can be particularly helpful during recovery of environmental health hazard.	US EPA							
Other Needs Assistance (ONA)	ONA provides funds for serious disaster-related needs that are not covered by insurance. This includes medical, dental, funeral, group flood insurance policy (when applicable), transportation, and moving and storage fees. ²⁵	FEMA							
Public Assistance (PA)	PA is FEMA's largest grant program and provides funds to help communities respond to and recover from major disasters or emergencies declared by the President. The program provides emergency assistance to protect lives and property and restore community infrastructure. Eligible applicants include states, federally recognized tribal governments, U.S. territories, local governments, and certain PNP organizations. It includes discretionary funding for hazard mitigation measures that protect public facilities damaged during the declared disaster. Additional tools to support the administration of PA grants can be found in Public Assistance Program Overview .	FEMA							

²⁵ FEMA, n.d. *FACT SHEET: Assistance from Other Sources Will Affect FEMA Grant Amount*. Retrieved at: <https://www.fema.gov/news-release/2018/10/17/fact-sheet-assistance-other-sources-will-affect-fema-grant-amount>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
Rehabilitation and Inspection Program (RIP)	This program is operated by USACE and provides funding to repair and restore flood management projects that are damaged by flood. Funding is only provided to structures that meet certain requirements. ²⁶	US Army Corps of Engineers (USACE)							
Rural Home Loans (Direct Program)	Also known as the Section 502 Direct Loan Program, this program assists low- and very-low-income applicants obtain decent, safe, and sanitary housing in eligible rural areas by providing payment assistance to increase an applicant's repayment ability. Payment assistance is a type of subsidy that reduces the mortgage payment for a short time. The amount of assistance is determined by the adjusted family income.	USDA							
Single Family Housing Repair Loans and Grants	The Single-Family Housing Repair Loans and Grants, also known as the Section 504 Home Repair program, provides loans to low-income homeowners to repair or modernize their homes. It can also provide grants to elderly low-income homeowners to remove health and safety hazards.	USDA							
SBA Disaster Loans	The SBA Disaster Loans Program offers low-interest, long-term loans for losses as the result of a disaster; these losses must not be fully covered by insurance or other means. Participants may borrow up to \$200,000 to repair or replace a primary residence to pre-disaster condition.	Small Business Administration (SBA)							
Tree Assistance Program (TAP)	TAP provides financial assistance to qualifying orchardists and nursery tree growers to replant or, where applicable, rehabilitate eligible trees, bushes and vines lost by natural disasters. A	USDA Farm Service Agency							

²⁶ USACE, n.d. *Chapter 6: Rehabilitation and Inspection Program*. Retrieved at: <https://www.nws.usace.army.mil/Portals/27/docs/Levees/Levee%20Safety/6.%20Rehabilitation%20and%20Inspection%20Program.pdf>

Program	Description	Federal Agency	1: CPCB	2: Economic	3: HSS	4: Housing	5: Infrastructure	6: NCR	7: Land Use
	qualifying mortality loss more than 15 percent (more than normal mortality) must be sustained to trigger assistance.								
Urban Area Security Initiative (UASI)	UASI funding provides financial assistance for high-threat, highly dense urban environments to maintain the capabilities to mitigate and respond to terrorism events. This program is intended to understand the unique planning, training, exercise, and equipment needs of these anti-terrorism efforts.	DHS							

Public Assistance Program Overview

PA refers to federal funds that help communities respond to and recover from presidentially declared major disasters or emergencies by providing emergency assistance to protect lives, property, and restore community infrastructure. The following sections describe information on the PA program requirements for local jurisdictions. The information in this section can be used by local governments as a reference guide to successfully apply for and manage PA funds. Refer to **Funding Opportunities** to find additional funding sources.

PROGRAM PROCESS AND RESPONSIBILITIES

Communities are eligible for PA program funds following the presidential declaration of a major disaster or emergency. Prior to requesting a declaration, recovery leadership should oversee the following actions to meet all requirements:

- Notify jurisdictional departments, agencies, and eligible private non-profit organizations (PNPs)²⁷ to begin carefully tracking disaster-related expenses and damages.
- Specify that personnel should fully document and provide proof of disaster-related expenses when possible.
- Identify personnel responsible for aggregating the results of disaster-related expense inquiries to determine a combined estimate of disaster-related damages countywide.
- Conduct outreach with state, territorial, tribal, and local partners, as applicable, to create situational awareness of and solicit guidance on cost recovery operations, if necessary.
- Coordinate with state and federal partners to request Joint Preliminary Damage Assessments to verify the extent of the disaster-related damages/expenses.
- Communicate relevant updates to jurisdictions, tribal areas, departments, agencies, and eligible private non-profit organizations regarding Joint Preliminary Damage Assessments.²⁸
- Organize logistics related to Joint Preliminary Damage Assessments (e.g., scheduling, mapping damages, providing schedules to department representatives).
- Determine if state disaster assistance program funding is available by coordinating with state officials.
- Determine if the state or countywide threshold for a Presidential Disaster Declaration has been met, by coordinating with state officials.
- Coordinate with state and federal partners to determine if a Presidential Disaster Declaration will be requested.

Upon a presidential declaration of a major disaster or emergency, FEMA will notify the governor and appropriate federal agencies. The Oregon Office of Emergency Management (OEM) and the Washington Emergency Management Division (EMD) serve as grantees for any funds provided under the PA Program for the State of Oregon and the State of Washington, respectively. These agencies will notify county officials in their states of the presidential declaration of a major disaster or emergency.

²⁷ For more information about private non-profit organization eligibility, refer to Chapter 2, Section II, Subsection D of the most recent version of the Federal Emergency Management Agency Public Assistance Program and Policy Guide (PAPPG), Version 3.1, April 2018.

²⁸ The President can issue a disaster declaration without conducting Joint Preliminary Damage Assessments.

County officials are responsible for identifying and working with affected local entities that would benefit from the PA program. The state will designate staff to fulfill key roles during recovery operations.

FEMA will designate a Federal Coordinating Officer (FCO) to oversee federal assistance following a disaster declaration. The FCO will coordinate with the State Coordinating Officer (SCO) and the Governor’s Authorized Representative to effectively administer federal assistance programs. FEMA will set up a JFO within or near the affected areas. The JFO will be used as the coordinating point for all levels of government during recovery efforts.

FEMA targets a final review and sign-off within 60 days of the start the application. This 60-day process includes an applicant briefing, initial damage assessment, prioritizing and selecting recovery projects, and conducting site inspections.

ELIGIBILITY AND DOCUMENTATION

As part of FEMA’s PA application process, jurisdictions are required to complete an initial damage assessment (IDA) to determine eligibility. Jurisdictions should develop an IDA template to compile and track associated recovery costs. Eligible activities are categorized into emergency work and permanent work. **Table 8** describes eligible costs associated with response and recovery that should be captured in the IDA.

Table 8: Disaster-Related Expenses and Damages

Type of Work	Relevant FEMA PA Categories ²⁹	Information to be Collected
Emergency Work	A – B	<ul style="list-style-type: none"> ▪ Category of work performed (Debris Removal [A], or Emergency Protective Measures [B]) ▪ Description of services or goods ▪ Start and end date of work performed, and/or date purchased and used ▪ Purchase order numbers ▪ Quantity and rate ▪ Names of people performing the work and operating equipment and applicable labor rates ▪ Locations of work performed
<p>Eligible expenses for Emergency Work may include, but are not limited to: straight time, overtime labor (overhead and fringe), equipment costs (rental costs, in-house, fuel, operation), material/supply costs (expendable resources, contract costs, lease costs, or other related costs).</p>		

²⁹ For more information about all FEMA PA categories of work, refer to Chapter 2, Section IV, Subsection A of the most recent version of the Federal Emergency Management Agency Public Assistance Program and Policy Guide (PAPPG), Version 3.1, April 2018. For further details on eligible Emergency Work, refer to Chapter 2, Section VI; for further details on eligible Permanent Work, refer to Chapter 2, Section VII.

Type of Work	Relevant FEMA PA Categories ²⁹	Information to be Collected
Permanent Work	C – G	<ul style="list-style-type: none"> ▪ Precise location of damages (e.g., Global Position System [GPS] coordinates, road segments) ▪ Category of damages: <ul style="list-style-type: none"> ○ Category C: Roads and Bridges ○ Category D: Water Control Facilities ○ Category E: Buildings and Equipment ○ Category F: Utilities ○ Category G: Parks, Recreation, and Other ○ Estimated cost of damages ▪ Extent of damage (scale of one to three) ▪ Insurance status ▪ Post-disaster photos of damages and identify corresponding pre-disaster photos when applicable ▪ Name and contact information of damage reporter
<p>Eligible damages for Permanent Work may fall under one of the following categories: road systems and bridges; water control facilities; buildings, content, and equipment; utilities; or parks, recreational, or other.</p>		

For a community to receive a presidential disaster declaration (and thereby, are eligible for PA funds), expenses and costs must meet a predetermined threshold. Declaration thresholds are updated on annual basis by multiplying the county per capita impact indicator (\$3.78 for FY2019) by the county population. Updated federal thresholds can be found online.³⁰

For applicants to receive FEMA support for permanent work projects, applicants must meet certain project-specific eligibility criteria, including the applicability of codes, specifications, and standards. FEMA PA program funding can be used for the restoration of facilities to pre-disaster design and function. However, sometimes facility repairs or replacements may trigger upgrade requirements that have been established by codes or standards. Upgrades required by federal, state, territorial, tribal, or local repair or replacement codes or standards are eligible only if the code or standard is:

1. **Appropriate to Pre-Disaster Use:** Applies to the type of restoration required;
2. **Reasonable:** Is appropriate to the pre-disaster use of the facility;
3. **Written, Formally Adopted, and Implemented:** Is reasonable, in writing, formally adopted by the state, territory, tribal, or local government, and implemented by the applicant on or before the declaration date, or is a legal federal requirement;
4. **Applies Uniformly;** and

³⁰ To obtain updated per capita indicators, refer to FEMA's website: <https://www.fema.gov/public-assistance-indicator-and-project-thresholds>.

5. **Enforced:** Was enforced during the time it was in effect.

To avoid a claims reduction, communities must maintain proper documentation and expense tracking. Insufficient or improper documentation, claiming ineligible costs, or not accounting for future mitigation costs can jeopardize communities' full reimbursement requests.

Common Audit Findings for Disaster-Related Project Costs

Throughout the cost recovery process, measures should be taken to ensure that all project funds are appropriately applied for, allocated, and tracked. Common findings from audits of disaster-related projects are provided below as a reference to guide cost recovery and project tracking procedures. These findings were derived from a report published by the Office of Inspector General, titled "**Audit Tips for Managing Disaster-Related Project Costs**".

CONSIDERATIONS RELATED TO CONTRACTING PRACTICES:

- Were contracts procured under full and open competition?
- What affirmative steps were taken to ensure that minority-owned and women-owned businesses were used when appropriate?
- Were contracts firm-fixed-price or time and materials?
- Was the scope of work adhered to?
- Were contractors overseen to ensure adequate performance?
- Were contracts procured following the strictest of local, state, and federal contract regulations?

CONSIDERATIONS RELATED TO PROJECT ACCOUNTING:

- Were funds recorded on a project-by-project basis (was every expense attributed to a project)?
- Were Direct Administrative Costs and Indirect Costs properly defined and recorded?
- Was reference source documentation (e.g., invoices, payroll, checks, timesheets, etc.) recorded?

CONSIDERATIONS RELATED TO DUPLICATION OF BENEFITS:

- Were projects funded from multiple sources (e.g., FEMA and HUD)?
- Were insurance benefits reported to FEMA?

CONSIDERATIONS RELATED TO EXCESSIVE OR UNRELATED CHARGES:

- Were labor and fringe benefits charged reasonable?
- Were equipment rates reasonable? Were charges directly related to the disaster?
- Were any discounts or credits to the project charges reported to or returned to FEMA (in other words, were unused funds returned to FEMA)?

CONSIDERATIONS RELATED TO SUPPORTING DOCUMENTATION:

- Were charges clearly associated to each specific project?

- Was supporting documentation of charges and payment saved? Charges may include labor, equipment, contracts, leases, supplies, materials, insurance policies, etc.
- Were photos of pre-disaster conditions and post-disaster conditions available?

Section 3: County and City Guidance and Tools



Concept of County and City Operations

The Concept of County and City Operations (CCCO) provides local guidance for recovery activities, including the recovery organization and structure, roles and responsibilities, and operational coordination. This section of the *Regional Recovery Framework* has been developed to assist with informing the development of local pre-disaster recovery plans. The **Section 3 Appendix** contains a **County and City Recovery Planning Checklist** that will guide the process of developing the plan. The **County and City Recovery Framework Outline** provides a suggested plan outline. As outlined in the Framework **Principles**, integration of equity and social justice (ESJ) into recovery planning is critical; these principles are therefore highlighted throughout.

Recovery Authorities

Counties, cities, regional bodies, and special districts³¹ all have roles in disaster recovery and coordinate with one another to achieve effective recovery operations. Disaster recovery will be managed at the local level (e.g., establishing recovery priorities, maintaining operational control), with state and federal aid employed when counties, cities, and special districts request assistance through the state if they do not have the resources to address recovery needs on their own. Counties and cities have decision-making authority during recovery and oversee the implementation of recovery operations. Special (purpose) districts, distinct from local governments in counties and cities, are defined areas that provide a specific service or services to a local community, sometimes across jurisdictional boundaries, that may have legal duties and responsibilities.³² Special districts may be formed if a local government's capacity is insufficient to meet a need of a community. The types of special districts range depending on community needs, but can include airport, drainage, radio and data, and health. During recovery, special districts assist with the restoration of their specific service(s).

Regional bodies (e.g., Metro, Regional Disaster Preparedness Organization [RDPO]) refer to organizations that govern, serve, and/or coordinate specific stakeholder structures and processes to accomplish their mission in a designated geographic regional area. These organizations have varying degrees of governance responsibilities that depend on their given authority. Metro has explicit governing responsibilities as an elected regional body that can influence a wide range of issues through policy. Other types of regional bodies and partnerships are not elected but influence regional issues and planning and can help to coordinate recovery operations that cross jurisdictional boundaries. **Table 9** describes the authority, key responsibilities, and coordination of counties, cities, special districts, and regional bodies during recovery operations.

³¹ While special districts play an essential role in recovery, they have distinct areas of authority separate from cities and counties. As such, the Concept of Operations outlines these entities' general role in recovery operations, however, it does not define their specific organizational components.

³² Special District Association of Oregon, n.d. *What is a Special District?* Retrieved at: <http://ref.sdao.com/general/what-is-special-district.pdf>; MRSC, n.d. *What is a Special District?* Retrieved at: <http://mrsc.org/Home/Explore-Topics/Governance/Forms-of-Government-and-Organization/Special-Purpose-Districts-in-Washington/What-is-a-Special-District.aspx>

Table 9: Authorities and Key Responsibilities of Counties, Cities, Special Districts, and Regional Bodies

Entity	Authority	Key Responsibilities	Main Coordination Roles
County	Has authority over unincorporated areas and county-run services and maintaining county-owned infrastructure.	Responsible for addressing recovery needs in the unincorporated areas, providing support and resources to cities and special districts as requested, and restoring county-run services and county-owned infrastructure.	<ul style="list-style-type: none"> Coordinates with cities and special districts to provide support and resources when local capacity is not enough. Coordinates with the state to identify state and Federal resources. Facilitates coordination between entities.
City	Has authority over city-provided services and residents and city-owned infrastructure.	Responsible for recovery operations within the city, as well as restoring city-provided services and city-owned infrastructure.	<ul style="list-style-type: none"> Coordinates with the county to receive additional resources, and to collaborate on county-run services within the city and city-owned infrastructure. Coordinates with special districts on services operated by the special districts and associated infrastructure.
Special District	Has specific authority over any special district services (e.g., water, fire, school).	Responsible for restoring the services provided by the special district.	<ul style="list-style-type: none"> Coordinates with the county and city to receive additional resources and support restoration of special district services and associate infrastructure.
Regional Government (e.g., Metro)	Has decision-making authority of regional operations, a variety of cross-jurisdictional planning issues, and coordination of civic activities.	Responsible for coordinating operations and services at the regional level and facilitating and collaboration between counties and cities, and the state and federal governments.	<ul style="list-style-type: none"> Coordinates with counties, cities, NGOs, PNPs, the private sector, the public, and the state and Federal Government to make decisions for the region.
Regional Organization (e.g., RDPO)	No legal authority.	Responsible for establishing and maintaining a governance structure and processes for guiding, enhancing, and coordinating efforts to advance its mission in its area of operation.	<ul style="list-style-type: none"> Coordinates with counties, cities, NGOs, PNPs, the private sector, the public, and the state and Federal Government to support or make decisions in a coordinated regional manner.

Organization

RECOVERY STAKEHOLDERS

The recovery process requires the coordination of many different entities servicing a city or county. This includes local, state, tribal, and federal governments, as well as non-profit, non-governmental, and community organizations. Beyond formal recovery roles, the inclusion of the *whole community*³³ within the recovery process is essential. The *whole community*, as outlined in the National Disaster Recovery Framework (NDRF), provides guidance on how communities “collaborate and coordinate to more effectively utilize existing resources to promote resilience and support the recovery of those affected by an incident.”

The *whole community* concept lays the foundation for inclusive recovery, which is further bolstered by ESJ concepts. ESJ principles state that all impacted communities, including underserved populations, should have access to recovery services, resources, and programs. Recovery leadership should integrate the *whole community* and ESJ concepts throughout operations and maintain awareness of their significance in order to achieve an effective recovery.³⁴ **Figure 3** below showcases the diversity of stakeholders involved throughout recovery operations.

*Making Recovery Equitable*³¹

There are many different mechanisms for recovery that incorporate the principles of equity and social justice. A few examples include:

- Identify the jurisdiction’s core equity and social justice values.
- Develop an Equity Impact Assessment to understand impacts to underserved populations post-disaster.
- Coordinate with advocacy and aid groups.
- Recognize barriers to access.

³³ The NDRF defines the whole community as: *The whole community includes individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, state, tribal, territorial, insular area, and Federal). Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships.”*

³⁴ Jerolleman, A., March 12, 2019. *Understanding Equity and Social Justice*. Presentation at the Portland Regional Recovery Conference. Portland, OR.

Figure 3: Recovery Stakeholder Coordination and Whole Community Concept



During the recovery process, recovery leadership engages these stakeholders and recovery partners to identify community priorities and facilitate recovery strategies where appropriate and needed. **Table 10** outlines key recovery partners and stakeholders and their responsibilities.

Table 10: Recovery Stakeholder Roles and Responsibilities

Role	Suggested Responsibilities
<p>Local Government Agencies, Tribal and First Nations, and Elected Officials</p>	<ul style="list-style-type: none"> ▪ Integrate state and federal recovery resources, oversee RSF operations, and manage financial aspects of mitigation, resilience, and recovery activities. ▪ Activate RSFs and coordinate with other RSF agencies to implement identified recovery strategies. Refer to RSF Activation Checklist for guidance on activation. ▪ Identify unmet needs and community priorities. ▪ Identify and provide services to support a Disaster Recovery Center (DRC). Refer to Disaster Recovery Centers and Disaster Recovery Center Manager Checklist. ▪ Support restoration of utilities and services (e.g., transportation, gas, water). ▪ Continue to coordinate implementation of Continuity of Operations (COOP) plans and COOP activities. ▪ Engage with the community to develop and implement recovery action plans (RAP) that are inclusive of community driven recovery priorities. Create engagement events that seek to obtain the input from underserved populations. Refer to Recovery Action Plan Outline. ▪ Identify personnel specialized in developing equitable engagement strategies and include personnel in planning processes. ▪ Incorporate resilience into the repair and rebuilding of public services. ▪ Communicate with the public about the progress and restoration of government services and recovery progress.

Role	Suggested Responsibilities
	<ul style="list-style-type: none"> Integrate state and federal recovery resources and oversee RSF operations. Support engagement efforts by conducting outreach and providing resources to populations with access and functional needs (AFN) and underserved communities and populations.
Individuals and Communities	<ul style="list-style-type: none"> Provide input on needs and priorities for recovery. Participate, and host where possible, in engagement events focused on developing recovery strategies. Identify available resources to assist with individual and community recovery. Promote and participate in preparedness activities pre-disaster.
Faith-Based Organizations	<ul style="list-style-type: none"> Provide volunteers to assist with recovery operations. Collect and provide donations for recovery operations. Coordinate services and/or events to improve social cohesion and emotional well-being.
Private Sector	<ul style="list-style-type: none"> Implement internal Business Continuity Plans (BCPs) to reestablish business' functionality. In coordination with insurance and other support agencies (e.g., Small Business Association [SBA]), identify needs to effectively restore business function and vitality. Support economic revitalization and recovery efforts. Coordinate with RSFs to identify areas for private sector engagement. Initiate restoration and repairs of privately-owned properties and infrastructure. Establish private public partnerships to support restoration and recovery of public property as agreed upon in established contracts and agreements, if applicable.
Non-Profits and Community Organizations	<ul style="list-style-type: none"> Support engagement efforts by conducting outreach and providing resources to populations with AFN and underserved communities and populations. Provide insight to recovery partners on community needs. Conduct and support recovery operations. Provide resources and volunteers, as needed.

RECOVERY GOVERNANCE STRUCTURE

Establishing a defined recovery organizational structure pre-disaster will help identify operational coordination with response and recovery partners both during and after a disaster. The recommended recovery organizational structure outlined in **Figure 4** is designed to not only align with traditional response operational structures, but also be flexible enough to scale, adapting to the needs of the specific disaster and community. This scalable organizational approach is also reflected in the integration of the different levels of government. The structure includes space for state, federal, and regional entities to be involved in the recovery process. Jurisdictions may choose whether to establish a recovery organization or recovery office based on the severity of the event. Activation of

Activating a Recovery Office

Entities have decision-making power to establish a recovery organization depending on disaster impacts. During a less severe event, a city may choose to activate its recovery operations while county, regional, state, and federal entities do not.

recovery plans and recovery support functions (RSFs) will depend on the scope of the disaster and their activation may occur at different times during the months following the initial event.

If federal entities activate recovery operations, they will coordinate as appropriate with states and local jurisdictions to establish a Joint Field Office (JFO). The JFO is a multiagency coordination center that facilitates response and recovery operations if a federal response is required for the disaster.³⁵ Staff that operate in the JFO provide on-scene support and incident management to facilitate response and recovery between local, regional, state, and federal organizations. The JFO plays an important role in coordinating efforts across the different levels of governmental operations and ensuring that local organizational roles and responsibilities are integrated into standard processes.

Coordinating all available government resources, technical assistance and expertise, and additional capacity will streamline recovery operations and maximize the potential for success. While recovery structures depend on local authorities and capabilities, it is important to identify coordination mechanisms between the different entities and levels of government. The recovery organizational structure suggested below includes common recovery positions and entities, and illustrates the overall operational coordination between the local, regional, state, and federal levels of government:

- **Federal Disaster Recovery Coordinator (FDRC):** The FDRC serves as the primary decision-making authority for federal recovery related initiatives and leads the federal organization for supporting state, local, and/or recovery.
- **State Disaster Recovery Coordinator (SDRC):** The SDRC serves as the primary decision-making authority for state recovery related initiatives and leads the statewide organization for supporting local and/or regional recovery. This position may be appointed by the governor in the State of Washington if there is a complex incident.³⁶ In the State of Oregon, the SDRC is appointed by the State Coordinating Officer (SCO).³⁷
- **County Commissioners/City Councils and Mayors:** County or city elected officials have direct oversight of recovery operations and coordinate with the Disaster Recovery Manager (DRM) on key policy decisions, development and implementation of recovery action plans, and management of recovery operations.
- **Disaster Recovery Manager:** The DRM serves as the primary decision-making authority for recovery related initiatives and leads the countywide or citywide structure for managing recovery.
- **Officers:** Officer positions can be activated at the discretion of the DRM depending on the size and scope of the disaster and can be activated or deactivated as needed to support the DRM in carrying out specific tasks. Similarly, Officer positions can be deactivated as appropriate depending on recovery needs.
- **Regional Coordination Structure:** This recovery structure coordinates with both the local and state levels of government as needed if a disaster directly or indirectly impacts multiple counties

³⁵ FEMA, 2006. Joint Field Office Activation and Operations. Retrieved at: https://www.fema.gov/pdf/emergency/nims/ifo_sop.pdf

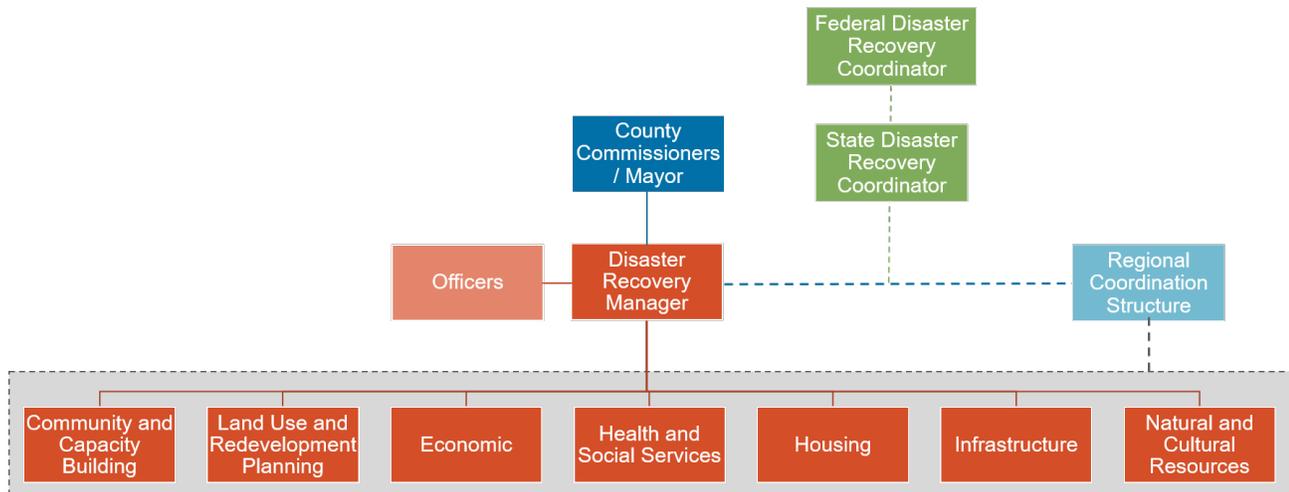
³⁶ Washington Military Department, Emergency Management Division, 2016. ESF-14: Long-Term Recovery. Retrieved at: <https://mil.wa.gov/uploads/pdf/PLANS/esf-14-long-term-community-recovery.pdf>

³⁷ Oregon Office of Emergency Management, 2018. State of Oregon Emergency Management Plan, Volume IV: Oregon Disaster Recovery Plan. Retrieved at: https://www.oregon.gov/oem/Documents/OR_RECOVERY_PLAN_MARCH_2018.pdf

and cities in the PMR. Additional information about regional coordination can be found in **Section 4**.

- **Recovery Support Functions:** Working at the direction of the DRM, the RSFs bring together members of the recovery community to collaboratively prepare for and effectively carry out and support the short-, intermediate, and long-term recovery priorities and plans. The DRM activates and deactivates the RSFs as needed and based on disaster impacts. RSF Coordinators oversee the implementation of recovery operations within their RSF.

Figure 4: Recommended Organizational Structure



Each of the positions listed in **Figure 4** play an important and unique role in recovery operations. Clear roles and responsibilities are essential to streamline recovery operations, avoid duplicative efforts, and minimize gaps. **Table 11** outlines each of these recovery positions and their responsibilities.

Monitoring Staff and Responsibilities

Create and utilize a robust recovery matrix to identify recovery personnel and assign tasks, roles, and responsibilities through all recovery periods. This can be accomplished through a staffing tracker and/or a position checklist. A position checklist will identify the responsibilities, tasks, and hierarchy of each position in the recovery structure.

Table 11: Recovery Roles and Responsibilities

Role	Suggested Responsibilities
Federal Disaster Recovery Coordinator ³⁸	<ul style="list-style-type: none"> ▪ Coordinate federal response and assistance to support local recovery. ▪ Work with impacted communities to develop recovery measures and strategies. ▪ Oversee and coordinate federal RSFs. ▪ Review recovery process to be compliant with federal regulations. ▪ Facilitate federal funding, resources, and technical assistance to support local recovery. ▪ Work with communities to integrate resilience and mitigation practices into recovery operations. ▪ Promote inclusive recovery and engagement.
State Disaster Recovery Coordinator ³⁹	<p><i>State of Oregon:</i></p> <ul style="list-style-type: none"> ▪ Manage overall state response to the disaster. ▪ Facilitate coordination between state agencies, and local, tribal, private sector, voluntary, faith-based, and community organizations. ▪ Activate and coordinates State Recovery Functions (SRFs) actions based on assistance requests from local jurisdictions and/or tribes, ▪ Provide support as needed based on directives from the Policy Group. (The Policy Group is part of the state recovery organization whose members define policy, funding, and resource orientation for statewide recovery and make legislative decisions to implement these decisions.) ▪ Help direct resources to state agencies. ▪ Coordinate unfulfilled requests with the FDRC. ▪ The SDRC directs development of the State Recovery Action Plan (SRAP) with activated SRFs. <p><i>State of Washington:</i></p> <p><i>(To Note: The State of Washington outlines these procedures in Emergency Support Function [ESF]-14: Long-Term Recovery)</i></p> <ul style="list-style-type: none"> ▪ Provide technical expertise to local, state, and federal organizations. ▪ Facilitate relationships and collaboration between impacted jurisdictions with local, state, and federal organizations.
County Commissioners / Mayor (i.e., Elected Officials)	<ul style="list-style-type: none"> ▪ In coordination with Disaster Recovery Manager (DRM), approve and activate local recovery plans and operations, when appropriate. ▪ Determine key policy decisions regarding recovery operations. ▪ Enact laws or policies necessary to assist with recovery. ▪ Coordinate effective information sharing between elected officials representing associated governments.

³⁸ FEMA, n.d. Federal Disaster Recovery Manager’s Responsibilities. Retrieved at: https://www.fema.gov/pdf/recoveryframework/federal_disaster_recovery_coordinator.pdf

³⁹ State of Oregon, 2018. *Emergency Management Plan – Volume IV: Oregon Disaster Recovery Plan*. Retrieved at: https://www.oregon.gov/oem/Documents/OR_RECOVERY_PLAN_MARCH_2018.pdf; Washington Military Department, Emergency Management Division, 2016. ESF-14: Long-Term Recovery. Retrieved at: <https://mil.wa.gov/uploads/pdf/PLANS/esf-14-long-term-community-recovery.pdf>

Role	Suggested Responsibilities
	<ul style="list-style-type: none"> ▪ Execute effective communications and engagement of the <i>whole community</i>. Examples include: <ul style="list-style-type: none"> ○ Hosting a central disaster website with information regarding recovery resources and progress. ○ Weekly newsletters to residents. ○ Weekly open meetings to allow public interface with local leadership. ○ Hosting and participating in media briefings. ○ Visits to impacted communities. ▪ Lobby for funding and financial support for recovery efforts.
<p>Regional Coordination Structure⁴⁰</p>	<ul style="list-style-type: none"> ▪ Conduct regional situation analysis and prioritization of needs. ▪ Coordinate public messaging and recovery policies across jurisdictions. ▪ Provide support to local county or city recovery operations through information and data collection (RDPO and Metro in partnership). ▪ Coordinate advocacy at the State and Federal levels for recovery funding programs. ▪ Support cost recovery. ▪ Support the restoration of regional infrastructure services. ▪ Prioritize resources for recovery. ▪ Support regional recovery decision making.
<p>Disaster Recovery Manager</p>	<p><i>Coordination and Collaboration:</i></p> <ul style="list-style-type: none"> ▪ Establish and maintain communication with elected and senior officials regarding policy level issues, decisions, and concerns. ▪ Coordinate with RSFs to build a recovery vision that includes equity principles. ▪ Coordinate between relevant Emergency Operation Centers (EOCs) or Emergency Coordination Center (ECCs), RSFs, and Emergency Support Functions (ESFs), if applicable, during the transition from response to recovery. ▪ Coordinate day-to-day actions and resources of local recovery between RSFs and other stakeholders. ▪ Facilitate collaboration between local, regional, state, and federal recovery partners. This includes overseeing mutual aid and other support requests. <p><i>Operations:</i></p> <ul style="list-style-type: none"> ▪ Develop and implement strategies that address community needs to achieve recovery vision. ▪ Integrate cost recovery and identification of funding opportunities into recovery planning decision making processes. ▪ Approve and integrate key milestones into the recovery strategy. ▪ Facilitate tracking and documentation processes, including the collection of Essential Elements of Information (EEl)s.⁴¹

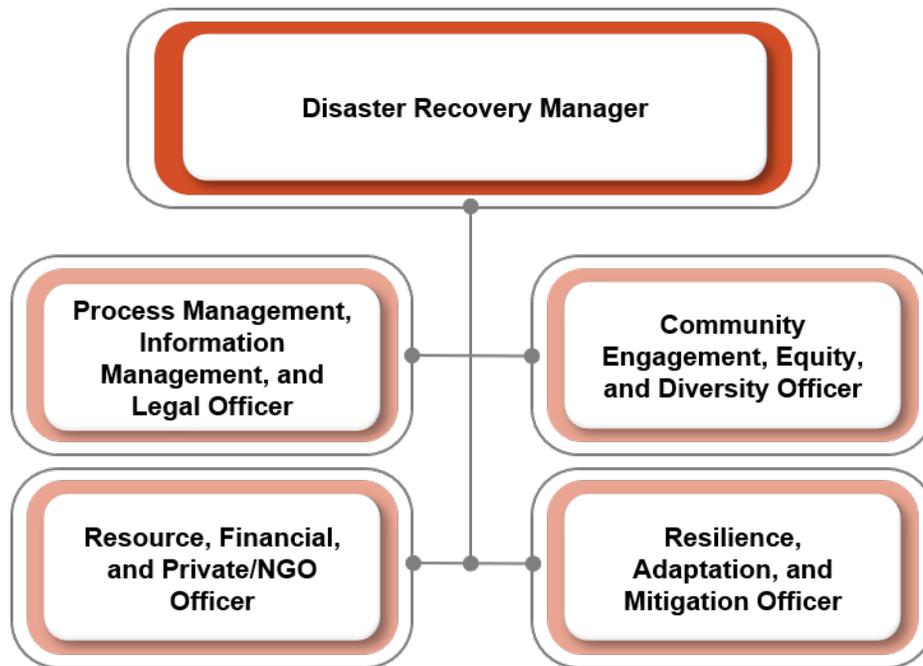
⁴⁰ See **Section 4: Regional Guidance and Tools** for more information about the concept of the Regional Coordination Structure.

⁴¹ EEl)s are a comprehensive list of information requirements needed to carry-out decision-making and recovery operations. FEMA, n.d. Glossary: Essential Elements of Information. Retrieved at: <https://emilms.fema.gov/IS822/glossary.htm>

Role	Suggested Responsibilities
	<p><i>Management:</i></p> <ul style="list-style-type: none"> ▪ Activate and deactivate officer positions as needed to support operations. See Table 3.4 below for further details on responsibilities related to recovery focus areas. ▪ Activate and deactivate RSFs as needed to support operations. <p><i>Engagement:</i></p> <ul style="list-style-type: none"> ▪ Identify underserved populations and create engagement events that seek to engage these communities. ▪ Assist in creating and overseeing community engagement events.
<p>Officers</p>	<ul style="list-style-type: none"> ▪ Manage recovery operations in one or more areas of recovery (refer to Table 3.4 for more information). ▪ Support the DRM by overseeing elements of recovery that are cross cutting and relevant to all RSFs. ▪ Activated and deactivated as needed by the DRM to support operations. ▪ Support DRM in aligning recovery operations with equity principles. ▪ Coordinate across all stakeholders to facilitate recovery operations relevant to focus area. ▪ See Table 3.4 for further detail on specific Officer position roles and responsibilities.
<p>RSF Coordinators</p>	<ul style="list-style-type: none"> ▪ Manage coordination among all organizations within the RSFs. ▪ Coordinate with the DRM to identify priorities, determine funding sources, and track implementation. ▪ Identify and address recovery needs, particularly those of underserved populations, through development and implementation of a plan and associated projects. ▪ Determine and enforce project tasks and timelines. ▪ Track plans, projects, and tasks to make sure implementation occurs. ▪ Identify policy level decisions or concerns and bring them to the attention of the DRM. ▪ Coordinate with the other RSFs to identify areas of alignment in priorities and milestones. ▪ Develop public engagement strategies to identify and validate community priorities and measure recovery progress.

Appointment of a DRM is an important first step in organizing for recovery. Because the DRM holds the responsibility for managing the entire recovery process, ideally this senior person is a ***well-known individual in the community who has had policy level experience and is trusted by a broad swath of the community at large***. This key local role can also be supported by the officer positions, which are activated or deactivated as needed to support the recovery process. Officers serve directly under the DRM to provide oversight and management to the areas of focus in the recovery process. **Figure 5** identifies the different focus areas that can align with up to four officer positions under DRM.

Figure 5: Disaster Recovery Manager and Officer Positions



Based on needs of the incident and DRM, officers may be assigned to more than one focus area. Positions should be added or modified as necessary to check that all DRM responsibilities are appropriately delegated. The need to activate officer positions will vary depending on the incident scope and needs. There are critical functions captured under each of the officers that are recommended for initial activation: resources finances, information management, community engagement/public information, and mitigation. These functions are critical to the transition from response to recovery (e.g., managing resources to address immediate needs), as well as setting the stage for early recovery activities (e.g., mobilizing community stakeholders) and identification of potential funding sources and compliance requirements (e.g., Public Assistance [PA]). While some of these focus areas will be occurring across all RSFs and stakeholders (i.e., the Community Engagement/Public Information), the officer coordinates across these groups and creates consistent messaging.

Each of these focus areas have certain tasks and responsibilities. **Table 12** summarizes DRM responsibilities that may be assigned to the activated officer positions. As previously stated, depending on the nature and scale of the disaster, as well as the needs of the DRM, the DRM may choose to activate specific officer positions to assist in carrying out some or all of these DRM responsibilities. Focus areas and responsibilities will be grouped according to **Figure 5**.

Table 12: DRM Roles and Responsibilities

Recovery Focus Area	DRM Responsibilities
Process Management, Information Management, and Legal Officer	
Process Management	<ul style="list-style-type: none"> ▪ Organize effective and efficient operational coordination and recovery efforts aligned with the community recovery vision. ▪ Implement process improvement measures to increase efficiency and organization of recovery operations.
Legal	<ul style="list-style-type: none"> ▪ Maintain and update legal documentation to be compliant with existing legal frameworks and policies.
Information Management	<ul style="list-style-type: none"> ▪ Compile and maintain situational documentation to understand recovery progress, needs, and past efforts. ▪ Coordinate to provide accurate, unified messaging to stakeholders regarding recovery progress and access and storage of relevant recovery data.
Resource, Financial, and Private/NGO Officer	
Resource Management	<ul style="list-style-type: none"> ▪ Manage local, state, federal, privately owned, and donated resources to monitor proper use and tracking. ▪ Work with stakeholders to distribute and return resources (if applicable).
Financial Management	<ul style="list-style-type: none"> ▪ Execute cost recovery activities at the onset of the disaster. ▪ Manage financial operations and tracking systems to monitor proper use and tracking of funds. ▪ See Finance and Administration for further information.
Private and Non-Governmental Organization (NGO) Coordination	<ul style="list-style-type: none"> ▪ Coordinate with private sector and non-governmental entities to manage resources, needs, and volunteers. ▪ Adapting to new norms post-disaster.
Community Engagement, Equity, and Diversity Officer	
Community Engagement / Public Information	<ul style="list-style-type: none"> ▪ Carry out public information activities. ▪ Coordinate messaging for community engagement across all stakeholders. ▪ Oversee the facilitation of engagement events across all stakeholders. ▪ Monitor recovery activities to check that engagement is being conducted regularly and equitably.
Equity and Diversity	<ul style="list-style-type: none"> ▪ Coordinate with stakeholders, recovery partners, and community organizations to support equity and diversity considerations are integrated into recovery operations. ▪ Identify recovery strategies that address the needs of underserved populations and work with stakeholders, recovery partners, and community organizations to facilitate their implementation.

Recovery Focus Area	DRM Responsibilities
<i>Resilience, Adaptation, and Mitigation Officer</i>	
Resilience	<ul style="list-style-type: none"> ▪ Improve community's ability to resist, withstand, recover from, and/or advance despite incident and long-term stressors. ▪ Oversee recovery operations and build resilience considerations into rebuilding, repairs, and redevelopment through hazard mitigation or other funding, and into community redevelopment that promotes equity and social justice.
Adaptation	<ul style="list-style-type: none"> ▪ Coordinate with recovery partners to align operations and recovery actions with changing circumstances and needs in the post-disaster community.
Mitigation	<ul style="list-style-type: none"> ▪ Integrate mitigation projects into recovery operations. ▪ Identify areas for federal, state, local, and community organization funding tied to post-disaster mitigation opportunities.

RECOVERY SUPPORT FUNCTIONS

Recovery Support Functions (RSFs) provide an organizational structure to facilitate recovery operations. RSFs provide guidance on day-to-day operations by outlining recovery organization, governance, coordination, and major milestones for seven different areas of recovery:

1. Community Planning and Capacity Building
2. Economic Recovery
3. Health and Social Services
4. Housing
5. Infrastructure Systems
6. Natural and Cultural Resources
7. Land Use and Redevelopment Planning

Section 5 contains seven RSF appendices that provide specific guidance for local governments in the PMR to develop and adopt their own Local Recovery Framework and RSFs. **Table 3.14** outlines the information included in each RSF appendix that local governments can review and adapt for their own jurisdiction's framework.

Table 13: Recovery Support Function Appendix Sections

RSF Appendix Section	Description and Guidance
Mission	The Mission outlines the overall goal and key objectives for each RSF.
Organization	The Organization identifies the governing structure for the RSFs, providing information on main authorities and leadership for each RSF. More information on RSF leadership for each county can be found in the County Annexes Memos .
Coordination	The Coordination Section identifies focus areas and activities that require cross-RSF coordination.
Implementation Milestones <i>(Short-, Intermediate, and Long-Term Recovery Operations)</i>	<p>The Implementation Milestones identify important milestones, activities, and essential elements of information for each recovery phase. See below for information on each of these components:</p> <ul style="list-style-type: none"> ▪ Milestones: Major progress points in the recovery of a support function and/or movement toward a mission objective in that specific RSF. ▪ Activities: Specific actions related to achieving the milestone. ▪ EElis: Information requirements that are needed to promote informed decision-making in recovery operations to full activities and milestones.⁴² <p>Refer to Recovery Overview for information on recovery phases.</p>

Each RSF will organize around a common structure that delivers a balance of coordination, leadership, and expertise to drive recovery efforts in that functional area. This recommended RSF organizational structure can be seen in **Figure 6**.

Each RSF will be led by an RSF Coordinator who is responsible for promoting coordination within the RSF to monitor project development and implementation. The RSF Coordinator is also responsible for coordinating with the DRM to identify priorities, determine funding, and work across RSFs to align priorities and milestones. More information on the RSF Coordinator responsibilities can be found in **Recovery Governance Structure**. The structure is also comprised of two co-leads (one from the public sector, and another from a non-government organization). After a disaster, multiple agencies and/or organizations may fill each of the co-lead positions to cover the specific recovery needs. co-leads are assisted by supporting agencies and organizations. Please see **Table 14** for more information on these roles.

⁴² FEMA, n.d. Glossary: Essential Elements of Information. Retrieved at: <https://emilms.fema.gov/IS822/glossary.htm>

Figure 6: Recommended RSF Structure

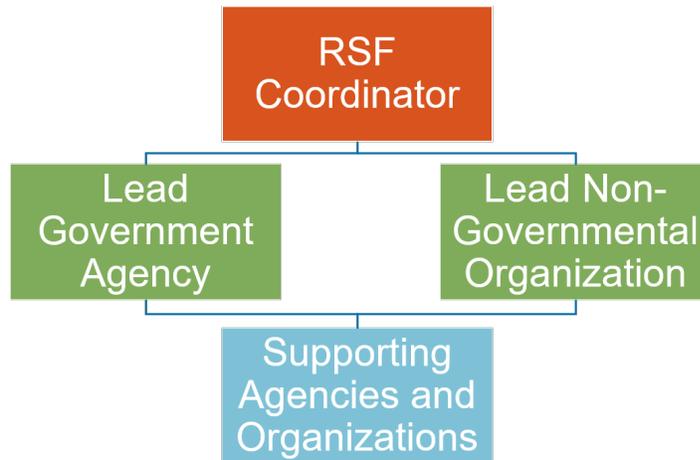


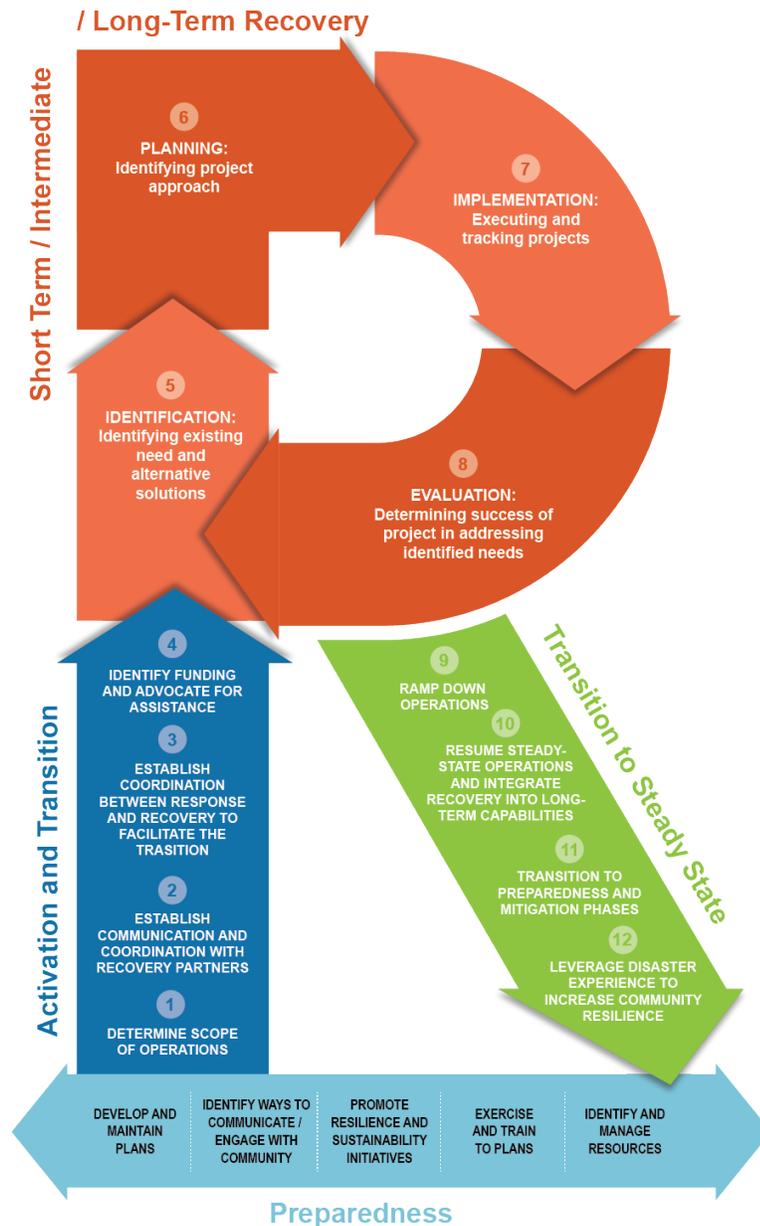
Table 14: RSF Roles and Responsibilities

Role	Responsibilities
RSF Coordinator	<ul style="list-style-type: none"> Lead daily RSF operations by providing coordination and oversight. Lead development of a post-disaster baseline assessment, identifying project opportunities, and collecting resources needed to complete projects. Serve as the primary point of contact for all RSF-related matters.
Lead Government Agency	<ul style="list-style-type: none"> Implement RSF milestones and activities (refer to Section 5 for the milestone tables). Support the RSF Coordinator in developing a post-disaster baseline assessment, identifying project opportunities, and collecting resources needed to complete projects. Track project implementation and progress and identify additional needs (e.g., staff, resources, funding).
Lead Non-Governmental Organization	<ul style="list-style-type: none"> Implement RSF milestones and activities (refer to Section 5 for the milestone tables). Support the RSF Coordinator in developing a post-disaster baseline assessment, identifying project opportunities, and collecting resources needed to complete projects. Support execution of projects, particularly when applicable to organization mission. Oversee engagement of other community organizations.
Supporting Agencies and Organizations	<ul style="list-style-type: none"> Support lead agencies and RSF Coordinator. Provide special subject matter expertise and technical assistance to recovery leadership and staff. Assist in executing recovery projects.

Operational Coordination

As previously stated, successful disaster recovery requires a joint effort among all recovery stakeholders within the county or city, and across all levels of government. While the DRM provides overall leadership for disaster recovery, a well-coordinated recovery effort can accelerate the recovery process; address community needs; and limit the burden of recovery across all entities. The following sections outline county and city operations throughout the recovery process from pre- to post-disaster. **Figure 7** provides an overview of the continuum of recovery operations, which will be expanded upon throughout this section.

Figure 7: Overview of Recovery Operations



PREPAREDNESS

Pre-disaster recovery planning activities will streamline recovery operations. Having plans in place and agreements in hand will make coordination of recovery operations run smoothly and more efficiently. These activities and associated roles and responsibilities are provided in **Table 15**, and should be carried out by stakeholders that play a role in recovery (e.g., local government agencies, elected officials, nonprofit organizations, private sector). Immediate next steps for pre-disaster recovery planning activities are further defined in the *Regional Recovery Framework Work Plan*.

Figure 8: Preparedness Operations

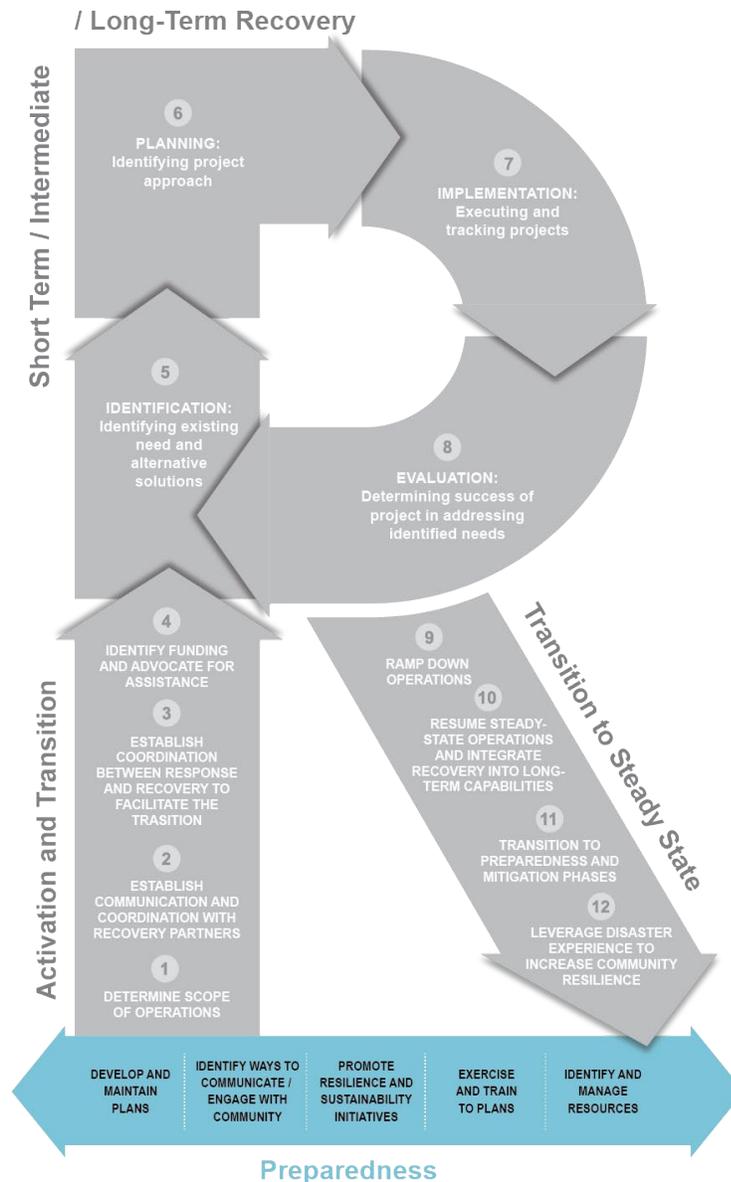


Table 15: Recovery Preparedness Activities

Preparedness Activities	Tasks
<p>Develop and maintain plans</p>	<ul style="list-style-type: none"> ▪ Develop, update, and maintain local and regional recovery plans. ▪ Identify and incorporate best practices and lessons learned from real-world events, training, and exercises into plans to increase resilience. ▪ Develop and maintain local and recovery plans and associated tools. For more information on tools to include in a Local Recovery Framework, refer to County and City Planning Tools. ▪ Establish primary, alternate, and tertiary means of communicating between jurisdictions during recovery when normal communications systems may remain compromised. ▪ Develop local recovery governance structure. Establish and implement regular convening of recovery body to identify next preparedness activities, identify gaps in capability, and coordinate mitigating and adapting to future risk. ▪ Identify and validate agency roles and responsibilities to create continued buy-in for recovery plans and inclusion of newly identified stakeholders. ▪ Identify the need for and develop additional plans to increase resilience and mitigation actions. Other plans include but are not limited to: <ul style="list-style-type: none"> ○ BCPs, ○ Fuel Plans, ○ Donations and Volunteer Management Plans, ○ Cost Recovery and Recovery Financing Plans, ○ Redevelopment Plans, and ○ COOP Plans. ▪ Develop strategies and procedures for addressing structures and land use issues after a disaster. ▪ Create a mechanism of prioritizing projects during recovery. ▪ Identify areas where existing plans can address underserved populations.
<p>Identify ways to communicate and engage with the community using whole community principles</p>	<ul style="list-style-type: none"> ▪ Develop, maintain, and update a phased short-term, intermediate, and long-term recovery public information and communication plan. Check internal and external communication processes are clear and efficient before and after a disaster. The plan should address various disaster situations (e.g., loss of power or internet) to create adaptability. ▪ Include processes for communicating priorities to senior leadership and critical stakeholders; as well as priorities and expectations to the community. ▪ Establish notification processes for when plans are activated or partially activated. ▪ Facilitate network and relationship building. This includes facilitating regular communication among local recovery partners (e.g., through forums); and participate in any regional communication efforts to strengthen relationships and identify shortfalls and needs. ▪ Create events to educate members on recovery and resilience-related activities.

Preparedness Activities	Tasks
	<ul style="list-style-type: none"> ▪ Promote individual disaster preparedness, in alignment with Oregon and Washington State recommendations⁴³, to empower individuals and communities to drive their own recovery (e.g., be prepared to be self-sufficient for two weeks). ▪ Maintain a directory of recovery stakeholders at the local level. ▪ Conduct outreach to tribes, AFN, and underserved populations to support equitable and inclusive engagement.
Promote resilience and sustainability initiatives	<ul style="list-style-type: none"> ▪ Drive the development of regional community assessments (e.g., economic, housing, community health, land use, environmental and cultural resources) to serve as the baseline against which future impacts can be measured. Assessments should also identify capabilities and capacity to facilitate recovery with existing staff. ▪ Develop technology, online platforms, and mobile apps to support ongoing needs assessments during a disaster by collecting data. ▪ Incentivize community and private sector preparedness and mitigation. ▪ Identify where resilience can be improved to assist AFN and underserved communities. ▪ Facilitate COOP planning across <i>the whole community</i>, including within the private sector (e.g., small businesses, private healthcare institutions), and underserved individuals and communities. ▪ Establish disaster information sharing networks within and between each RSF. ▪ Consider the mitigation of significant housing, economic, infrastructure, natural and cultural resources, and health and social services loss in emergency response planning. ▪ Integrate mitigation, recovery, and other pre-disaster plans and activities into regionwide community planning and development activities. ▪ Create incentive programs to encourage the implementation of resilience measures. ▪ Identify potential inhibitors to stabilizing affected communities and/or industries within the region. ▪ Identify statutory, regulatory, and policy issues that contribute to gaps, inconsistencies, and unmet needs in regional recovery. These can include zoning regulations, building codes, and permitting processes.
Exercise and train to plans	<ul style="list-style-type: none"> ▪ Exercise and train to local and regional recovery and response plans, communications plans, and SOPs. ▪ Develop after-action reports (AARs) and improvement plans (IPs) with appropriate corrective actions to effectively train to plans. <ul style="list-style-type: none"> ○ Identify areas where actions may not lead to the most equitable or inclusive results. ▪ Incorporate the <i>whole community</i> in training and exercises to foster relationships; establish awareness and understanding of recovery roles and responsibilities

⁴³ Oregon Military Department, Office of Emergency Management, n.d. Individual Preparedness. Retrieved at: <https://www.oregon.gov/oem/hazardsprep/Pages/Individual-Preparedness.aspx>; Washington Military Department, n.d. Individuals, Families, and Pets. Retrieved at: <https://mil.wa.gov/emergency-management-division/preparedness/personal>

Preparedness Activities	Tasks
	<p>(especially for non-emergency management personnel); and create organizational buy-in to recovery plans.</p> <ul style="list-style-type: none"> ○ Specifically, promote inclusion of the private sector and non-governmental organizations into local and regional exercises.
Identify and manage local resources	<ul style="list-style-type: none"> ▪ Collect and compile Geographic Information System (GIS) data and data sources. Examples include, but are not limited to: <ul style="list-style-type: none"> ○ Number of impacted residents; ○ Existing and proposed use and zoning; ○ Building footprints (residential and commercial); and ○ Public, environmental, and cultural assets. ▪ Develop data-sharing agreements within and between local governments and community organizations. ▪ Train staff for critical recovery positions (i.e., DRM, Recovery Officers, RSF Coordinators). <ul style="list-style-type: none"> ○ Conduct equity and social justice training so that staff are aware of ESJ considerations. ▪ Create and maintain a database of local resources to support recovery operations. ▪ Identify current resources and capabilities that can be used post-disaster to, for example, provide housing solutions to those impacted by the disaster (e.g., policies and ordinances, housing databases, available housing stock, areas of land suitable for use or development). ▪ Identify funding opportunities that can be accessed pre- and post-disaster. ▪ Allocate available county or city funds to support disaster recovery. ▪ Regularly assess local capabilities and gaps to evaluate the readiness and capacity of personnel, resources, and logistics support systems to respond to recovery needs. ▪ Help pre-identify staff from emergency officials, building inspectors, and non-emergency management office staff or personnel who do not have responsibilities immediately following a disaster to help surge recovery support. ▪ Establish agreements (e.g., mutual aid agreements, stand-by contracts) to address assessed gaps, as appropriate. ▪ Pre-establish funds for redevelopment through non-profit organizations. ▪ Work with nonprofit organizations and necessary private sector affiliates (e.g., bank holding company) to identify the need for and establish a Community Development Bank (CDB) ⁴⁴CDBs are banks that assist the underserved by providing small-dollar loans to low- and moderate-income populations, as well as small businesses, schools, and hospitals ⁴⁵

⁴⁴ Hamilton, P.D., 2006. *Starting a Community Development Bank: A New Haven Story*. Federal Reserve Bank of Richmond. Retrieved at: https://www.richmondfed.org/~media/richmondfedorg/community_development/resource_centers/cdfi/pdf/hamilton.pdf

⁴⁵ Community Development Bankers Association, n.d. Retrieved at: <https://www.cdbanks.org/>

ACTIVATION AND TRANSITION

Recovery begins at the time of response immediately after a disaster. The information and intelligence gathered during response will directly inform decision makers about the recovery resources needed to address the continuing and emerging recovery needs of the impacted communities. Response operations will end shortly after an incident, therefore, close coordination between response and recovery is key to a seamless transition of operations.

Activities performed during response are equally as important as pre-disaster planning to support the efficiency and effectiveness of recovery operations post-disaster. The foundation for early recovery processes and decision-making, as well as short-term operations, are established and carried out upon activation of recovery plans and recovery support functions (RSFs) throughout the transition.

RSFs provide an organizational structure to organize recovery operations from short-term to long-term. RSFs are activated at the discretion of the DRM in coordination with the county or city emergency management director, depending on the needs and scope of the disaster. RSFs can be activated immediately during response operations or can be activated months after the initial disaster depending on additional communities needs that are identified during recovery. Additional information about RSFs can be found in **Recovery Support Functions**. Refer to the **RSF Activation Checklist** for activation thresholds for each RSF.

The transition from response to recovery is gradual and requires continuous coordination and information sharing between response and recovery leadership. Recovery operations depend on the work completed in response (e.g., damage assessments, community engagement, stabilization measures) to streamline recovery efforts. Leadership positions within the response structure can facilitate this transition. This position can be filled by the jurisdiction depending on the need. Examples for recovery positions in response operations can be seen in **Table 16** below. Recovery structures build off these foundations to continue recovery measures.⁴⁶

Disaster Recovery Centers

The Disaster Recovery Centers (DRCs) provide a single facility where individuals, families, and businesses can access available disaster assistance programs and services. Refer to **Disaster Recovery Centers** for detail guidance on establishing and managing a DRC, including a *DRC Coordinator Job Aid*. DRCs will provide local recovery managers with valuable insights about recovery needs that will guide operations.

⁴⁶ FEMA, 2016. National Disaster Recovery Framework. Retrieved at: https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf

Figure 9: Activation and Transition Operations

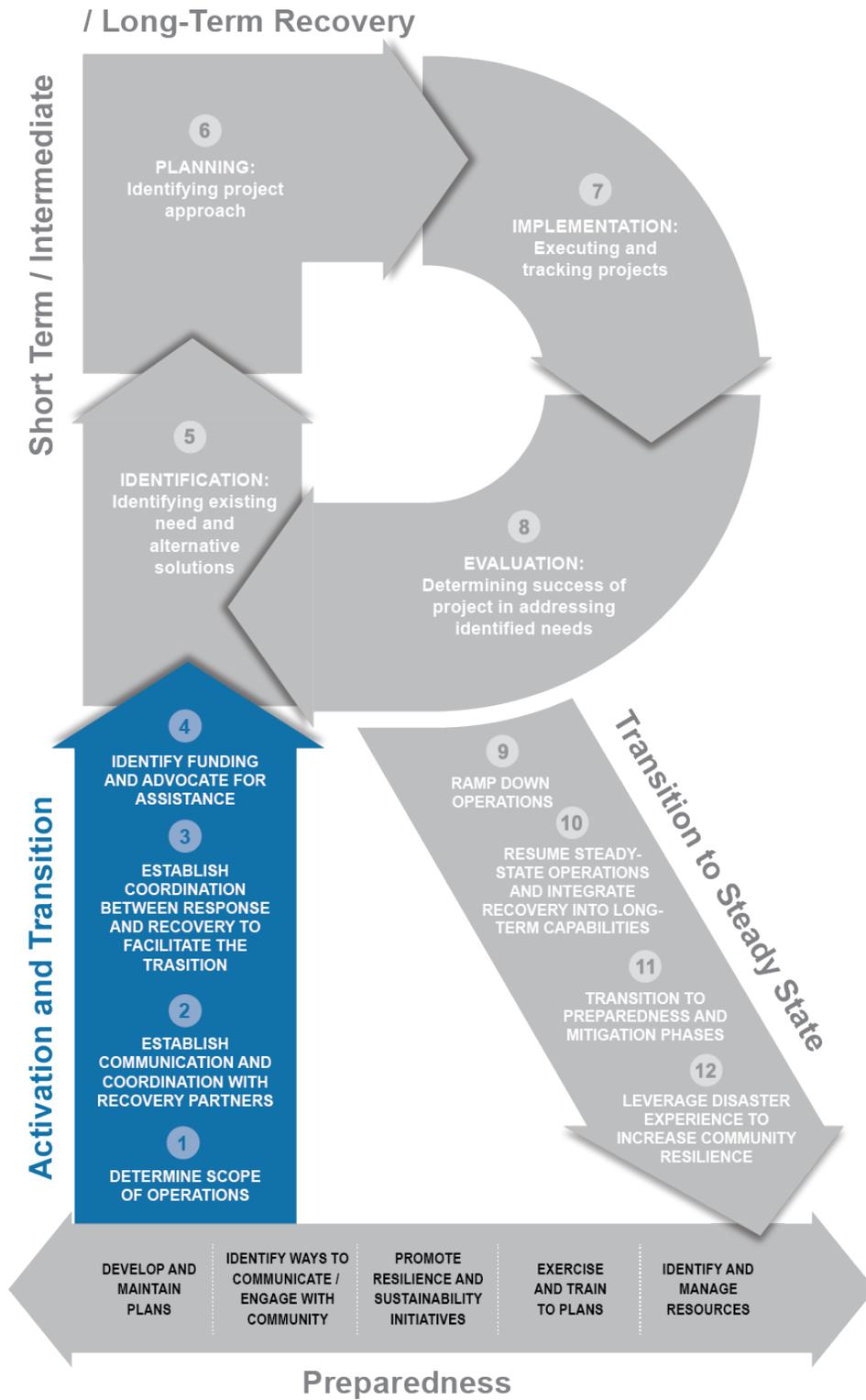


Table 16: Recovery Structures in Response Options

Organizational Structure Option	Role in Transition
ESF-14 (Long Term Recovery)	Counties that have established and activated ESF-14 facilitate coordination through this organizational construct by collecting response information related to recovery and sharing this information with key recovery leadership, agencies, and stakeholders. This option is best for local jurisdictions that have adopted or plan to adopt ESFs and utilize this structure to define recovery operations.
Recovery Officer	The Recovery Officer is a position that can be stood up within the Incident Command System (ICS) for communities without ESFs. Similar to ESF-14, this role oversees coordination and information sharing during response to better position communities for recovery. This option is best for local jurisdictions that do not have activated ESFs and wish to align the transition to recovery closely to response structures through an Officer position.
Recovery Coordination Group	Counties can choose to create a Recovery Coordination Group that is established in the EOC/ECC. This group would be comprised of recovery leaders (e.g., stakeholders, state agency representatives, private sector) that are active in response operations. Similar to ESF-14 and a Recovery Officer, the Recovery Coordination Group can be used in traditional response structures, but also has the flexibility to exist outside of these structures in the transition to long-term recovery.
Recovery Section	Counties may choose to not have an ESF-14, but instead stand up a Recovery Section within the EOC. The Section Chief would lead this section with supporting positions that would help facilitate the decision-making process for standing up and creating a recovery structure. This option is best for jurisdictions that may be transitioning away from ESF-14 or have yet to adopt the ESF structure and would prefer a dedicated organization to operate within the response structure.

Activation and transition activities and tasks for the region’s counties and cities, are provided in **Table 17** below, which should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff.

Table 17: Activation and Transition from Response to Recovery Activities

#	Activation and Transition Activities	Tasks
1	Determine a scope of operations	<ul style="list-style-type: none"> ▪ Conduct initial damage assessments in conjunction with response and assess initial damage assessments to understand recovery priorities and needs. Utilize data collected during preparedness phase to carry out damage assessments and understand impact and vulnerability. ▪ Consider partial or full activation of recovery plans. ▪ Identify the need for Officer positions. ▪ Identify the facility where the disaster recovery office will reside. ▪ Activate RSFs according to incident-specific recovery needs. ▪ Utilize DRCs (if applicable) to identify community needs and priorities. Refer to Disaster Recovery Centers. ▪ Utilize pre-disaster assessments on capabilities and determine need for additional support and/or resources.

#	Activation and Transition Activities	Tasks
2	Establish initial communication and coordination among recovery partners	<ul style="list-style-type: none"> ▪ Determine critical stakeholders that need to be involved in the transition from response to recovery based on activated RSFs and immediate incident recovery needs. ▪ Follow pre-identified notification processes, inform stakeholders of partial or full plan activation. ▪ Activate stand-by contracts with vendors as needed to support initial recovery operations. ▪ Establish incident-specific communication and coordination procedures (e.g., communication frequency and protocol, situation updates, in-person meetings) utilizing tools developed pre-disaster. ▪ Identify communication logistics information to share (e.g., recovery office location, phone or contact methods, activated information sharing networks). ▪ Coordinate with the private and non-profit sectors performing initial recovery work (e.g., nongovernmental organizations [NGOs], community-based organizations, corporations, private foundations) to support information sharing, efficiently assess community needs, and prevent duplication of efforts. ▪ Coordinate transition activities between RSFs and response, as appropriate (e.g., Infrastructure and Housing regarding utilities restoration).
3	Establish coordination between response and recovery to facilitate the transition	<ul style="list-style-type: none"> ▪ Coordinate overlapping and interdependent activities (e.g., debris management) and maintain situational awareness between RSFs and ESFs, if applicable, or EOCs/ECCs (e.g., participation in response task forces). ▪ Identify activities and/or services during the transition from response to recovery that require early RSF support and input (e.g., disaster cost recovery). <ul style="list-style-type: none"> ○ Identify activities that may disproportionately impact AFN and underserved populations. ▪ Capture EEIs (e.g., insurance coverage) pertinent to recovery early in response (e.g., in congregate shelters, throughout damage assessments, at DRCs) to help accelerate operations.
4	Identify funding sources and advocate for assistance	<ul style="list-style-type: none"> ▪ Based on initial damage assessments, identify potential state and federal programs to request for cost recovery. ▪ Utilize pre-disaster research that identified funding opportunities and programs. ▪ Identify program requirements and mechanisms to support cost recovery compliance. ▪ Implement systematic decision making to make sure recovery operations are taking consideration of resilient recovery practices, as specific immediate actions have the potential to negate the ability to use specific recovery funds. ▪ As a responsibility of the DRM (or activated officer), support adequate data collection to accelerate decision-making process on eligibility for funds.

#	Activation and Transition Activities	Tasks
		<ul style="list-style-type: none"> ▪ Leverage pre-disaster conditions, impacts and assistance, and unmet needs data to advocate for additional assistance (e.g., disaster declarations). Existing tools (and their weblinks) that can help identify impact and need are included in Supporting Plans, Resources, and Documents. These include: <ul style="list-style-type: none"> ○ United States (US) Housing and Urban Development (HUD)'s Disaster Impact and Unmet Needs Assessment Kit; and ○ Federal Emergency Management Agency (FEMA) Public Assistance Program and Policy Guide (PAPPG).

RECOVERY OPERATIONS

While recovery operations occur across the short-, intermediate-, and long-term phases of recovery, recovery planning is a cyclical process repeated across the recovery continuum. The cyclical nature is particularly important in providing an overall strategy for recovery that addresses all recovery core capabilities and integrates socioeconomic, demographic, accessibility, and risk assessment considerations into planning.

Consisting of four operational elements (i.e., identification, planning, implementation, evaluation), each element plays a distinctive role in defining the operational steps for the *whole community* to support recovery and provide direction for the development of Recovery Action Plans (RAPs) and recovery priorities. Refer to the **Recovery Action Plan Outline** (see Section 3 Appendix) for guidance on developing RAPs. Ultimately, these steps build on the work completed during pre-disaster and through activation and transition to form a recurring process to assess current conditions, address unmet needs, and reevaluate priorities and RAPs. This aspect of the recovery planning cycle is crucial to not just restore a community back to pre-disaster conditions but also rebuild for resilience.

Operations within this cycle and each recovery phase occur at varying times depending on the disaster or emergency event. For each activation of recovery operations, counties and cities should utilize this strategic guidance to identify the operational periods and steps for recovery in each disaster. This includes creating a system of coordination and reporting to support a recovery that is efficient, streamlined, and aligned with community vision. **Figure 10** depicts the four operational elements of the post-disaster recovery planning cycle.

Engaging the Community

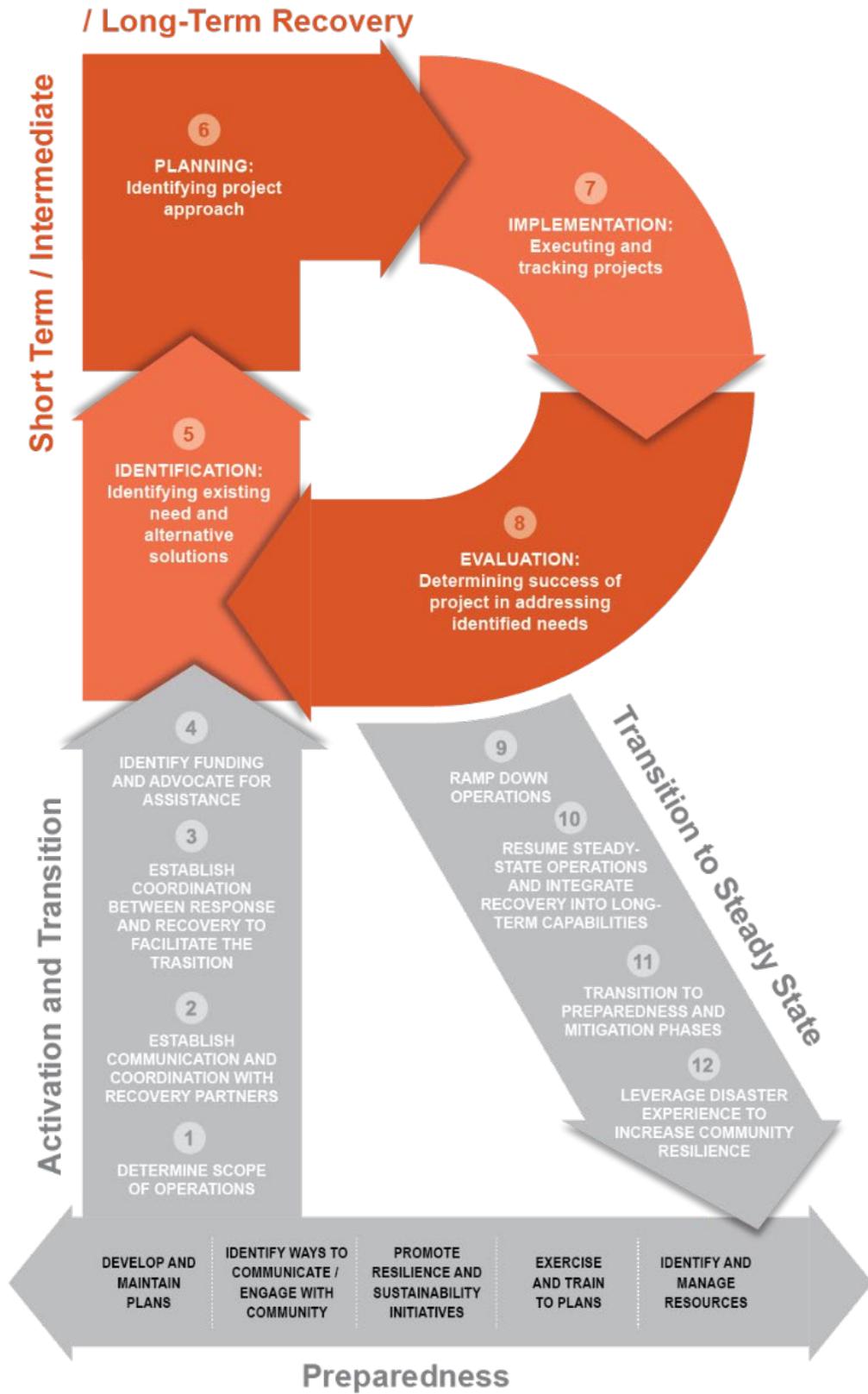
After a disaster, it is important to identify effective community engagement strategies to understand community need.

Some engagement strategies to consider:

1. Listening Sessions
2. Surveys
3. Design Charrettes
4. Workshops
5. Focus Groups

See **Table 27** for additional resources and guidance.

Figure 10: Recovery Operations



Identification

Identification refers to determining recovery priorities based on collected data and the results of damage and/or needs assessments. To develop a complete picture of post-disaster conditions and fully capture community needs, it is essential that the *whole community* participates in the identification process. Previously developed communications plans and strategies will help impacted communities receive timely and consistent information and facilitate their involvement in recovery planning. Additional information and data identified through preparedness and into activation and transition will provide a foundation to continue identification throughout short-, intermediate-, and long-term recovery phases.

As the planning cycle is replicated throughout recovery, stakeholders should continuously identify anticipated and unmet needs, as well as alternative solutions if initial plans are not effective. This will involve incorporating the *whole community* to gather new information and develop a new path forward. See **Table 18** below for identification core activities that should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff, throughout short-, intermediate- and long-term phases of recovery.

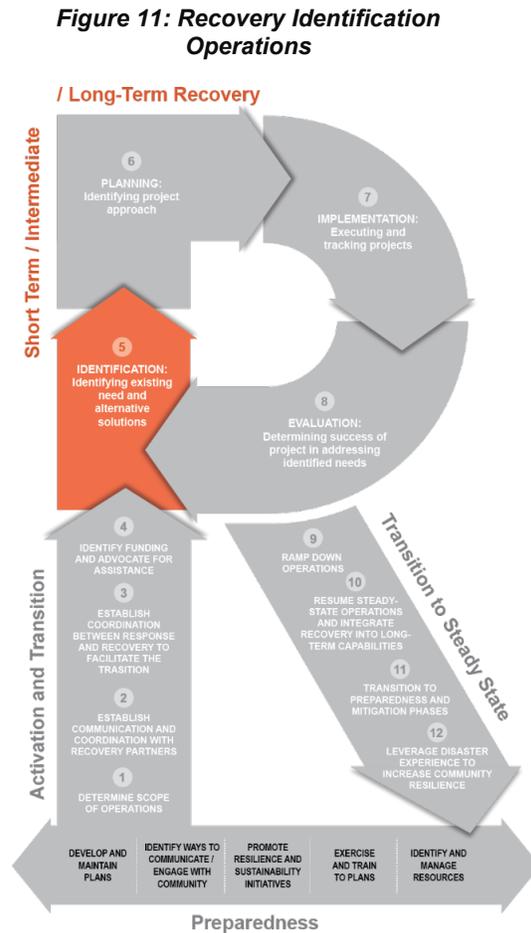


Table 18: Core Identification Activities

#	Identification Core Activities	Tasks
5a	Convene a group of planners inclusive of the whole community	<ul style="list-style-type: none"> Develop a core group including various community members to receive and aggregate input from many different groups. Identify additional group stakeholders needed throughout the recovery cycle depending on current needs in operations.
5b	Coordinate with response partners to help determine recovery priorities	<ul style="list-style-type: none"> Implement data collection and information sharing systems to check that EEs are captured and made available to stakeholders and impacted communities to keep up an informed community. Leverage response activities (e.g., congregate sheltering) and transition activities (e.g., initial damage assessments, DRCs) to understand immediate and anticipated needs. Utilize needs assessments to coordinate initial recovery operations. <ul style="list-style-type: none"> Identify AFN and underserved community needs and facilitate appropriate coordination with recovery partners to meet needs.

#	Identification Core Activities	Tasks
5c	<p>Identify achievable, tangible community-based recovery actions and activities</p>	<ul style="list-style-type: none"> ▪ Identify projects that are feasible and achieve a common goal for the community and identify mechanisms to execute these projects. ▪ Identify activities that do not preclude impacted communities from receiving disaster funding and are compliant with potential funding requirements, as certain activities can cause long-term projects to be ineligible for reimbursement (e.g., for PA projects). ▪ Align actions and activities to the community’s identified recovery priorities and goals. ▪ Reassess needs throughout the recovery cycle and short-, intermediate-, and long-term phases as needs evolve over time. <ul style="list-style-type: none"> ○ Monitor needs from AFN and underserved communities. ▪ Identify additional projects and actions based on evolving community priorities.
5d	<p>Identify and collect information necessary to initiate and determine eligibility for federal recovery programs</p>	<ul style="list-style-type: none"> ▪ Begin tracking disaster-related expenses and aggregate damage data and information. More information Public Assistance expenses can be found in Public Assistance Program Process and Responsibilities and additional information regarding funding sources can be found in Funding Opportunities. ▪ Coordinate with state and federal partners to request Joint Preliminary Assessments and organize logistics for assessments. Joint Preliminary Assessments survey the disaster impact and damage to provide to state leadership. Results of the assessment will determine whether the state will apply for federal assistance. ▪ Identify factors for the provision of Individual Assistance (IA) to advocate for assistance (e.g., number and concentration of destroyed and damaged housing, number of injuries and deaths, disruption to normal community functions and services, emergency needs such as extended or widespread losses of power or water, impact on special populations). ▪ Identify information to initiate the Community Development Block Grants Disaster Recovery (CDBG-DR)⁴⁷ eligibility process. ▪ Continually assess and reassess unmet low- and moderate-income households, housing, infrastructure, and economic revitalization needs and community impacts. ▪ For housing, collect data on interim and permanent housing needs; needs of renters and homeowners; multifamily and single-family housing needs; affordable housing needs and market-rate housing needs; and needs of people who were homeless before the disaster. ▪ Identify potential projects to address needs. ▪ Identify funding opportunities that can be utilized to implemented prioritized projects.

⁴⁷ The CDBG-DR is a disaster recovery grant program available through HUD for significant unmet needs for long-term recovery. CDBG funds must be appropriated to HUD through Congress, and can be used for measures such as housing, economic revitalization, and infrastructure restoration.

Equity and Community Resilience:

Post-Disaster Damage and Needs Assessments

To understand how equity relates to long-term recovery, communities should conduct damage and needs assessments prior to developing RAPs. Identifying unmet and anticipated needs will help the region understand disaster impacts to underserved and AFN communities. The assessment process will also identify the potential barriers to recovery. These identified needs and barriers should inform the development of the RAP. Assessments may require regular and direct communication with community leaders and other identified stakeholders. Furthermore, communities should identify how recovery operations may negatively impact underserved and AFN communities and consider actions to mitigate those impacts. For example, communities may be further marginalized after a disaster if the debris removal haul routes use roads in low-income neighborhoods that are adjacent to landfills and dump sites.

Planning

During planning, locally activated RSFs and associated stakeholders begin to develop RAPs based on immediate needs and priorities. A RAP should align with the impacted community’s vision for long-term recovery to establish an approach to defining short-term, intermediate, and long-term recovery objectives and activities. While a Local Recovery Framework provides guidance on strategic planning to identify recovery priorities and projects, the RAP is disaster specific plan that outlines operational steps and projects to address disaster impacts. Further guidance on RAPs can be found in **Recovery Action Plan Outline**. Depending on the severity of the events and the activated RSFs, there can be multiple RAPs developed for one disaster.

Throughout the duration of recovery, RAPs should be amended and revised to reflect new needs and priorities that are identified. Additionally, as new project approaches emerge, counties and cities may need to coordinate with internal and external partners to identify local capacity and available funding to implement projects. This may require the identification of new partners or funding sources. See **Table 19** below for planning core activities, which should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff, throughout short-, intermediate- and long-term phases of recovery.

Figure 12: Recovery Planning Operations

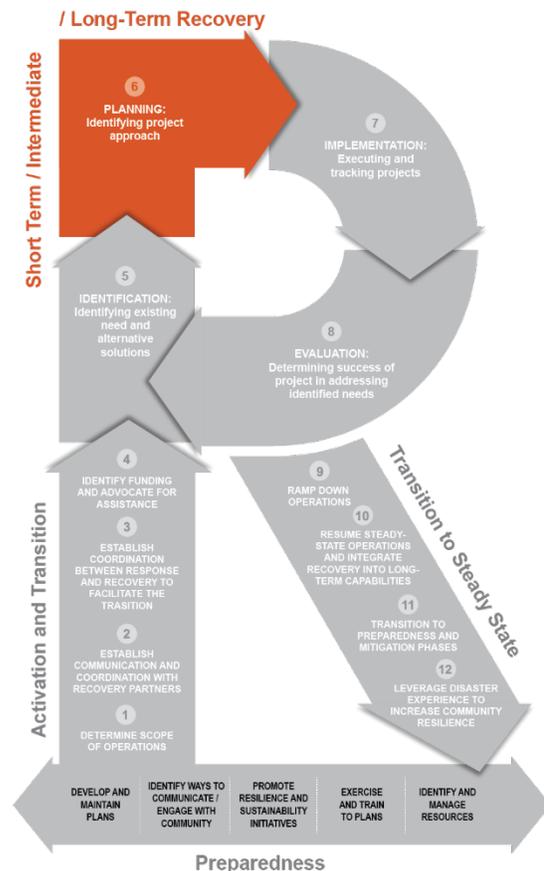


Table 19: Core Planning Activities

#	Planning Core Activities	Tasks
6a	<p>Engage the whole community including local organizations, departments, and businesses to develop RAPs</p>	<ul style="list-style-type: none"> ▪ Maintain the group of core planners involved in identification, including additional stakeholders as recovery progresses. ▪ Coordinate planning efforts across jurisdictional boundaries using available regional guidance. ▪ Identify specific measurable milestones that can be tracked and reported on. Ensure these milestones address evolving needs throughout the recovery planning cycle. ▪ Identify and implement interim solutions while long-term recovery solutions are in progress. ▪ Reassess long-term community needs and priorities. ▪ Validate that solutions, plans, and projects are currently or will meet identified needs. ▪ Identify additional long-term solutions to meet community needs if current plans do not address them. ▪ Identify and delegate responsibilities to implement new and existing plans and projects. ▪ Identify responsibilities for project completion. Consider the need for surge support to carry out responsibilities over the short-, intermediate-, and long-term. ▪ Implement corrective actions based on previous project evaluations.
6b	<p>Develop a process and criteria for prioritizing projects</p>	<ul style="list-style-type: none"> ▪ Consider the needs of impacted communities (e.g., how dependent is the neighborhood on completion of the project). ▪ Utilize guidance and best practices to implement projects that address community priorities. ▪ Consider combining projects in the same geographic area to address common needs and minimize costs (e.g., underground power and cable repairs may be accomplished through a coordinated effort to excavate the street). ▪ Consider co-benefits and cascading impacts of work on potential projects (e.g., repairing multiple wings of a hospital may displace patients entirely for several years). ▪ Review eligibility requirements for funding opportunities (additional funding sources found in Funding Opportunities). ▪ Prioritize projects that match funding source requirements as well as community vision. ▪ Maintain public records that describe the decision-making process of project prioritization to increase government transparency.
6c	<p>Identify and apply for potential funding sources for identified projects outline in the RAPs</p>	<ul style="list-style-type: none"> ▪ Include potential cost-share opportunities for projects that cross jurisdictional boundaries. ▪ Review and apply for funding sources that align with identified pre-disaster mitigation, adaptation, and resilience projects that will improve the disaster resilience of the region. ▪ Continue identification of funding sources throughout the recovery planning cycle as new programs become available. Refer to Funding Opportunities for a list of federal funding sources.

#	Planning Core Activities	Tasks
		<ul style="list-style-type: none"> Submit application(s) for funding sources where identified projects meet eligibility requirements.

Equity and Community Resilience:

Community Engagement

Post-disaster community engagement in the reconstruction planning process is critical. Successful recovery planning is dependent upon support from elected officials, local community stakeholders, businesses, faith-based organizations, NGOs, and other influential groups. Involvement from a diverse range of stakeholders will help to support an equitable process and criteria for prioritizing projects. Moreover, to strengthen community resilience, counties and cities should consider developing a unified approach to making investments in resilient infrastructure and integrating mitigation work into all identified projects. This includes projects that may not address critical services or infrastructure, but contribute to community cohesion and connection, and increase overall well-being, including but not limited to parks and recreational opportunities, or culturally significant landmarks, businesses, and traditions.

Implementation

Implementation is the execution of the RAP and associated projects. Localities should work with the *whole community* to establish realistic measurements, milestones, and activities that align with pre-identified community needs. Depending on the severity of the incident, it may be possible to utilize technical assistance, resources, and support from the region and/or state and federal governments. See **Table 20** below for core implementation activities, which should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff, throughout short-, intermediate- and long-term phases of recovery.

Figure 13: Recovery Implementation Operations

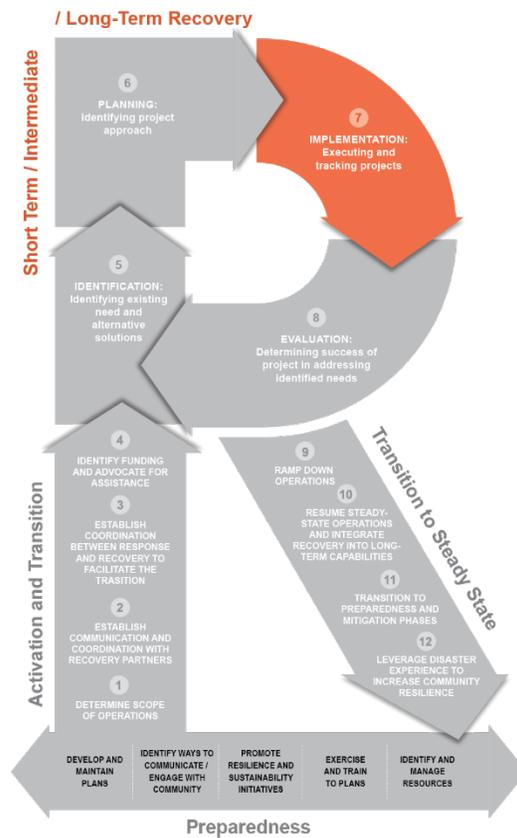


Table 20: Core Implementation Activities

#	Implementation Core Activities	Tasks
7a	<p>Identify project managers and associated project roles and responsibilities</p>	<ul style="list-style-type: none"> ▪ Identify project managers to oversee the implementation of recovery actions and plans. ▪ Ensure project managers report to the RSF Coordinator and coordinate with other members of the RSFs to meet goals. ▪ In coordination with the RSF Coordinator, determine project budget, scheduling, and timelines to include delays or challenges that may occur, considering that there will be competition for limited resources. A project completed on time and within budget is the goal. ▪ Work with FEMA and other relevant federal and state agencies to implement public assistance and other relevant funding programs. (See Public Assistance Program Overview for more information on implementing PA.)
7b	<p>Determine measures and develop methods to track project success and costs</p>	<ul style="list-style-type: none"> ▪ Identify strategies, benchmarks, indicators, metrics, and systems to measure the recovery’s progress for each recovery phase. ▪ Add additional metrics of success depending on the addition of projects and plans as recovery continues. ▪ Identify and validate quantitative and qualitative measurements of success. ▪ Develop and utilize available technology systems for tracking progress and costs. ▪ Ensure tracking mechanisms are readily accessible and available to all project stakeholders.
7c	<p>Ensure transparency and accountability in project expectations and progress</p>	<ul style="list-style-type: none"> ▪ Communicate milestones and recovery expectations throughout the short-, intermediate-, and long-term phases of recovery. Updating stakeholders and the public is key to maintaining community trust. ▪ Include multiple audiences in communications (e.g., elected officials, community stakeholders, the public at large, media). ▪ Provide regular recovery updates and informational materials for dissemination through a variety of communications media, public meetings, and events throughout the recovery planning cycle. ▪ Make information accessible to populations with access and functional needs and others with limited access to information.

Equity and Community Resilience:

Project Implementation Success

How well a community is able to recover post-disaster is dependent upon the success of project implementation. However, what a community deems as project success, and by extension recovery success, is very specific to a community’s population, priorities, and pre-disaster living conditions. It is essential that representatives from each segment of the impacted population have an opportunity to voice what success looks like for their community over the short-term, intermediate-, and long-term phases. Project Managers and RSF staff should also identify quantitative and qualitative measurements of success. In addition, the project tracking aspect of implementation allows local cities and counties to understand barriers to project success, especially in underserved populations, and develop new approaches for execution as needed. Tracking progress also helps to monitor accountability and reinforce realistic expectations among all community stakeholders.

Evaluation

While implementation phase activities of the recovery planning cycle identify and establish project tracking mechanisms, the evaluation phase utilizes these mechanisms to assess project execution. During evaluation, RSF coordinators and stakeholders coordinate to understand project progress, reevaluate priorities, and assess whether recovery projects have met or are meeting recovery needs. As part of this effort, local entities should identify missing information based on stakeholder input and current project execution. As the recovery process continues, evaluation is increasingly important to understand the success and effectiveness of project implementation and completion. See **Table 21** for core evaluation activities, which should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff, throughout short-, intermediate- and long-term phases of recovery.

Figure 14: Recovery Evaluation Operations

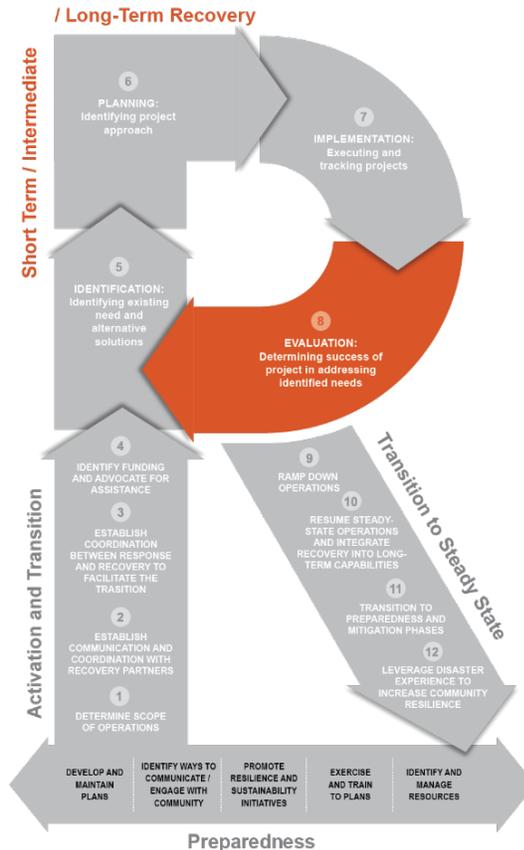


Table 21: Core Evaluation Activities

#	Evaluation Core Activities	Tasks
8a	Engage the whole community in evaluating project success	<ul style="list-style-type: none"> ▪ Solicit community input via electronic media, surveys, community meetings, webinars, and other appropriate mediums to identify project successes and opportunities for improvement. ▪ Consider creating an unmet needs group with the recovery organizational structure (may be different than the core planning group) to objectively assess project progress. ▪ Discuss project outcomes with key community stakeholders to reach consensus on the effectiveness in meeting community needs. ▪ Document immediate lessons learned and best practices to modify project approaches and underscore areas that are working well. ▪ Coordinate after-action review meetings among local stakeholders, including the private sector, to share information; avoid duplication of improvement efforts; and identify gaps and issues affecting multiple stakeholders.
8b	Assess project progress leveraging tracking mechanisms established in the implementation phase	<ul style="list-style-type: none"> ▪ Aggregate and analyze data collected during implementation. ▪ Assess quantitative and qualitative data through needs assessments, data collection reports, community interviews, townhall meetings, and other appropriate assessments. ▪ Utilize pre-established indicators of success identified in the implementation phase (e.g., number of schools reopened, number of individuals placed in temporary housing solutions, number of individuals registered for FEMA IA) to measure against goals and priorities outlined in the RAPs. ▪ Identify where projects and plans are not meeting community needs. ▪ Understand why (if relevant) existing recovery and planning processes may not be meeting community recovery needs. ▪ Identify corrective actions and adjust planning processes to carry out effective recovery operations. ▪ Identify corrective actions for future project planning sessions to better engage communities and develop strategies to address their needs.

Equity and Community Resilience:

Evaluating Projects and Equity

Evaluation is an important step in ensuring the project approach is effective, productive, and inclusive. Key considerations during project evaluation include whether recovery work was just, equitable, and comprehensive in rebuilding communities hardest hit or most vulnerable to long-term loss. Important questions to consider during evaluation include: Was work performed with the same level of effort across low, middle-, and high-income communities? Were quantitative and qualitative measurements accurately able to capture these considerations? Has project success helped to rebuild resilient communities and reduce future disaster risk? To help address these considerations, cities and counties should support participation in evaluating success that includes persons with disabilities and others with access and functional needs, members of underserved populations, individuals with limited English proficiency, seniors, and advocates representing the unique needs of minors. In addition, understanding and leveraging pre-disaster baseline community assessments (e.g., economic, housing, community health, land use, environmental and cultural resources) will help to evaluate whether efforts are in fact building community resilience and reducing the risk of impact of future disasters.

TRANSITION TO STEADY STATE

Transition to steady state marks the transition and return to daily operations. This transition, however, does not necessarily signify the end of recovery. Ideally, communities can integrate recovery planning and capacity building into internal structures that existed prior to the disaster, including daily roles and responsibilities, as well as integrate and/or transition recovery efforts into ongoing or future mitigation and resilience projects.

The core focus of the recovery operation shifts towards mitigation, preparations for future disaster impacts, and building more resilient communities. During this transition, local agencies and organizations will integrate recovery planning into the internal structures that existed prior to the disaster. Staff will transition into routine roles and responsibilities to help ensure long-term resilience and sustainability.

The demobilization of the recovery organization and transition to steady state is a gradual process that is not easily determined by concrete thresholds. As a community's capacity increases, it can execute recovery activities with less outside support. Any ongoing CA-RSF functions and activities can progressively transition to the corresponding regional, local, or tribal officials.

Transition to steady state activities, as well as roles and responsibilities for the region's counties and cities, are provided in **Table 22**. These activities should be carried out by RSF Coordinators and Officers at the direction of the DRM, with support from other recovery staff.

Figure 15: Transition to Steady State

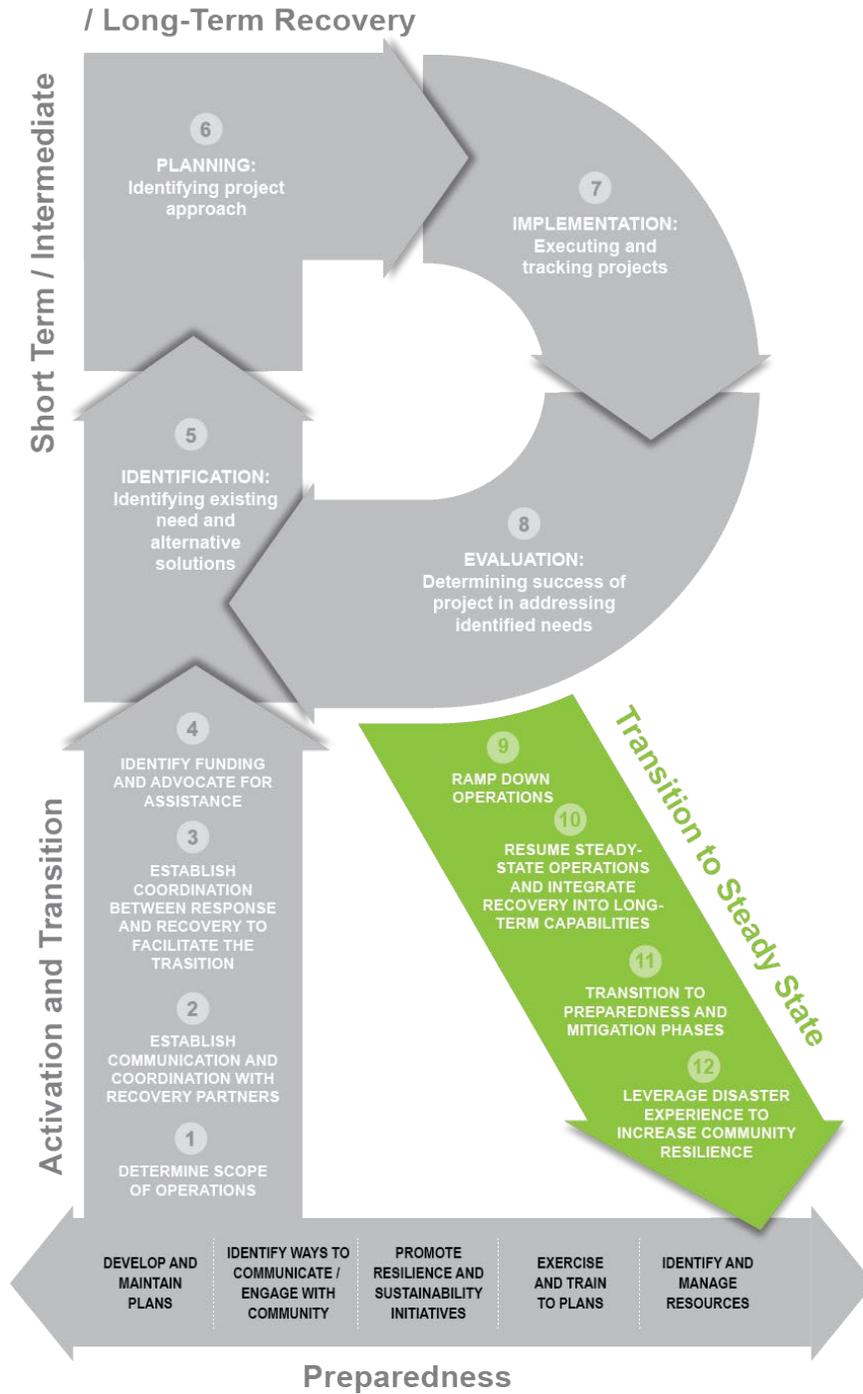
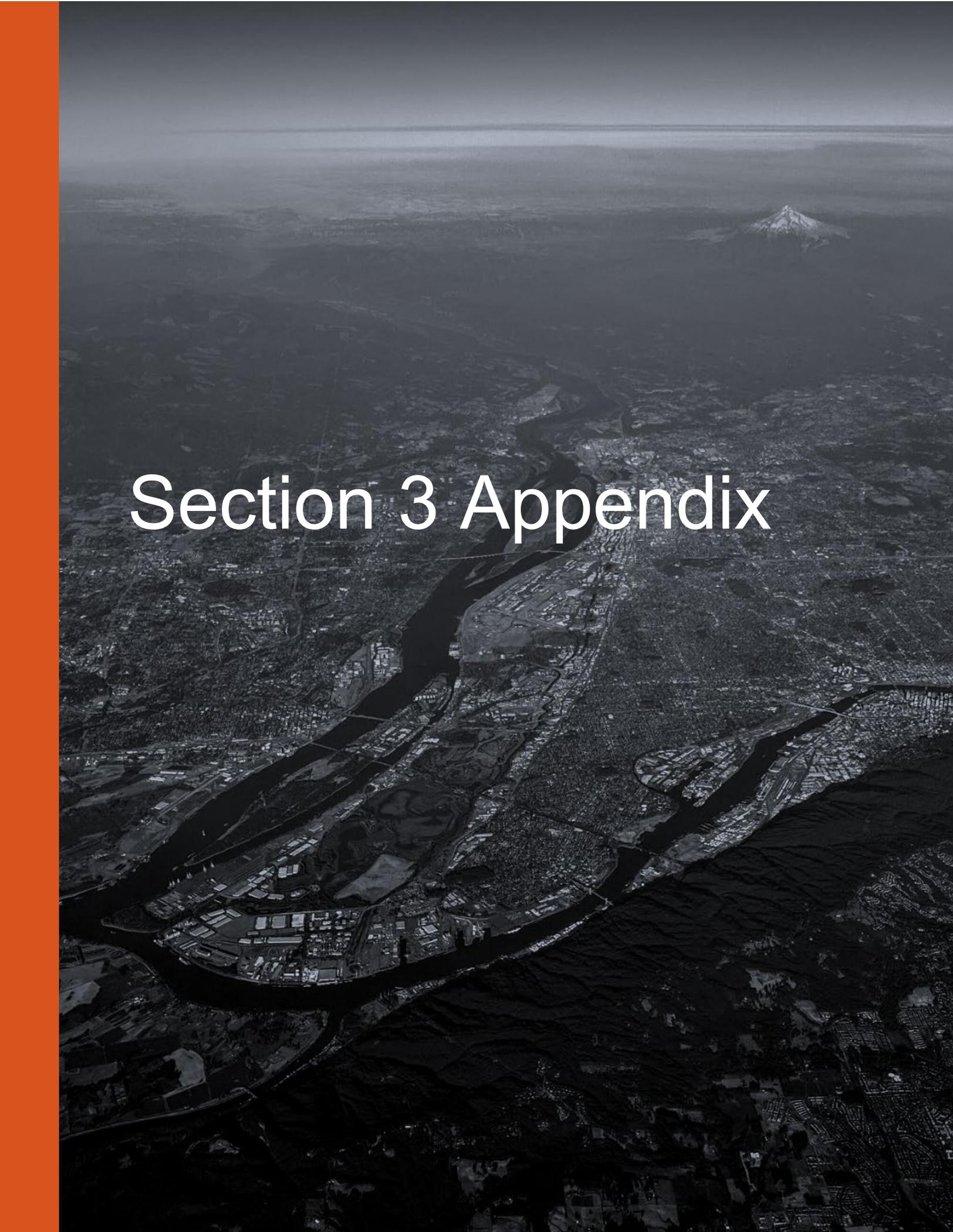


Table 22: Transition to Steady State Activities

#	Transition to Steady State Activities	Roles and Responsibilities
9	Ramp down operations	<ul style="list-style-type: none"> ▪ Demobilize the recovery structure as the event deescalates by returning staff to their “day-to-day” positions with additional recovery responsibilities, as appropriate. ▪ Communicate timing with local stakeholders. ▪ Finalize disaster-related recovery costs and complete the required federal documentation for reimbursement.
10	Resume steady-state operations, integrating recovery into long-term capabilities	<ul style="list-style-type: none"> ▪ Resume steady-state operations, supporting the continued recovery through existing programs and integrating recovery into the “new norm.” ▪ Incorporate recovery planning and capacity building into daily roles and responsibilities, ensuring recovery becomes the “new norm.” ▪ Maintain partnerships and communications pathways that were established during recovery. ▪ Maintain partnerships and connections with underserved communities to continue equitable engagement in steady-state operations.
11	Transition to preparedness and mitigation phases	<ul style="list-style-type: none"> ▪ Transition into agency/organization mitigation and preparedness activities. ▪ Build accessibility, resilience, sustainability, and mitigation measures into identified pre-disaster recovery strategies. ▪ Identify possible mitigation strategies to be included for future implementation. ▪ Launch new public-private partnerships tailored to disaster recovery needs. ▪ Promote the integration of long-term recovery projects into privately owned and operated critical infrastructure resilience strategies.
12	Leverage disaster recovery experience to increase community resilience	<ul style="list-style-type: none"> ▪ Ensure SOPs, recovery implementation guidance, and community engagement tools have been developed, based on lessons learned and best practices captured during project evaluation, and are circulated among staff for use in pre-disaster trainings and future operations. ▪ Develop additional recovery tools and templates as needed. ▪ Update all recovery and communications plans based on long-term lessons learned and best practices. ▪ Develop after-action reports (AARs) and improvement plans (IPs) with appropriate corrective actions to effectively train to address vulnerabilities identified during the disaster.

An aerial, black and white photograph of a city, likely Seattle, showing a large river (the Duwamish River) winding through the urban landscape. In the background, a prominent mountain peak (Mount Rainier) is visible under a clear sky. The foreground shows dense residential and commercial buildings. The overall tone is dark and atmospheric.

Section 3 Appendix

Section 3 Appendix

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Section 3 Appendix

County and City Recovery Planning Checklist

Establishing a local planning process when developing a recovery framework will help promote an integrated understanding of community recovery, help empower stakeholders to carry out recovery activities, and form a more comprehensive and robust Local Pre-Disaster Recovery Framework. An effective and inclusive recovery planning process

- Engages members of the *whole community*,
- Assesses local recovery needs and resources,
- Establishes local recovery priorities and activities,
- Creates an organizational framework for recovery operations,
- Develops recovery capabilities across stakeholders,
- Builds overall community capacity to recover, and
- Results in more resilient communities.

Table 23 provides a checklist for conducting pre-disaster recovery planning and outlines how to develop major sections of a Local Recovery Framework using the **County and City Recovery Framework Outline**.

Table 23: County and City Recovery Planning Checklist

Planning Process	Planning Objectives	Framework Outline Section	Framework Outline Subsections
<ul style="list-style-type: none"> <input type="checkbox"/> Form a collaborative planning team, defining the team’s role and scope of planning activities. <input type="checkbox"/> Hold regular planning meetings. <input type="checkbox"/> Develop and implement a local engagement strategy to recruit planning members. (Leverage stakeholder engagement from the Regional Recovery Framework project.) <input type="checkbox"/> Establish processes for post-disaster decision-making and policy setting. <input type="checkbox"/> Determine recovery leadership positions. 	<ul style="list-style-type: none"> ▪ Define core recovery operations. ▪ Identify ongoing preparedness activities. 	<p>Overall approach to developing the county and/or city recovery framework</p>	<p>All Sections</p>
<ul style="list-style-type: none"> <input type="checkbox"/> Identify key core planning team members to write the framework. <input type="checkbox"/> Present and validate framework sections with the overall core planning team during planning meetings. <input type="checkbox"/> Obtain final approval of the framework from local government officials. 	<ul style="list-style-type: none"> ▪ Utilize Regional Recovery Framework Recovery Vision, Goals, and Principles sections, and County Annexes Memos, to drive collaborative planning team conversations around specific community objectives (e.g., operational considerations). ▪ Identify any underlying principles which the local community would like to have integrated through the framework (e.g., equity, resilience, mitigation, conservation). 	<p>1) Introduction</p>	<ul style="list-style-type: none"> a) Purpose b) Scope c) Recovery Vision <ul style="list-style-type: none"> i) Goals ii) Principles
<ul style="list-style-type: none"> <input type="checkbox"/> Assess the community’s recovery capacity and identify capability targets. <input type="checkbox"/> Determine community risks; as well as potential impacts and consequences from local to catastrophic disasters. 	<ul style="list-style-type: none"> ▪ Leverage previously identified information in the County Annexes Memos to drive core planning team conversations (i.e., community profile and capabilities). 	<p>2) Situation and Assumptions</p>	<ul style="list-style-type: none"> a) Community Profile b) Capabilities <ul style="list-style-type: none"> i) Plans ii) Assessments iii) Identified priorities

Planning Process	Planning Objectives	Framework Outline Section	Framework Outline Subsections
			<ul style="list-style-type: none"> iv) Identified organizations c) Vulnerability Assessment d) Planning Assumptions
<ul style="list-style-type: none"> <input type="checkbox"/> Establish a governance structure and collaboratively assign roles and responsibilities to outlined activities. <input type="checkbox"/> Identify considerations for finance, including grants and funding opportunities. <input type="checkbox"/> Discuss considerations for low to mid-income communities <input type="checkbox"/> Discuss considerations for animals and livestock. 	<ul style="list-style-type: none"> ▪ Utilize Regional Recovery Framework Recovery Overview, Organization, and Operational Coordination sections, as well as the County Annexes Memos to drive core planning team conversations around establishment of command, control, and coordination. ▪ Refer to the RSF Appendices to review and update the implementation milestones based on local needs and goals for recovery. ▪ Connect existing plans to recovery operations (e.g., evacuation, mass care and sheltering). ▪ Use language that is accessible to those with disabilities and others with access and functional needs. 	<p>3) Concept of Operations</p>	<ul style="list-style-type: none"> a) Recovery Organization <ul style="list-style-type: none"> i) Structure ii) Roles and Responsibilities b) Operational Coordination <ul style="list-style-type: none"> i) Preparedness ii) Activation and Transition iii) Recovery Planning Cycle <ul style="list-style-type: none"> • Identification • Planning • Implementation • Evaluation iv) Transition to Steady State d) Phased Approach e) Finance and Administration <ul style="list-style-type: none"> i) Financing recovery ii) Project administration
<ul style="list-style-type: none"> <input type="checkbox"/> Establish framework maintenance protocols and processes. 	<ul style="list-style-type: none"> ▪ Update framework content on a biannual basis and after any real-world incident. 	<p>4) Framework Maintenance</p>	<p>N/A</p>

County and City Recovery Framework Outline

Creating an effective and comprehensive county and/or city recovery framework that local stakeholders are prepared to embrace is important to facilitate recovery operations. Jurisdictions should undertake efforts to develop a county and/or city framework to outline recovery roles, responsibilities, goals, and operations. This will enable an efficient and streamlined recovery process.

The framework should be unique to the needs and capabilities of each jurisdiction. As such, this appendix does not mandate a planning process or framework structure. Rather, the planning guidance provided here offers a “recipe card” for jurisdictions to create a recovery framework. The following outline in **Table 24** provides an example structure that local governments can use as the basis for a Local Recovery Framework. Additional recommendations are provided to support the development of county and city plans in the **County and City Pre-Disaster Recovery Planning Checklist**.

Table 24: County and City Recovery Framework Outline

Outline Section	Description
1) Introduction <ul style="list-style-type: none"> a) Purpose b) Scope c) Recovery Vision <ul style="list-style-type: none"> i) Goals ii) Principles 	The Introduction will define the purpose of the document and the overall recovery vision. This section will also define the scope of the framework, and how it is intended to be used.
2) Situation and Assumptions <ul style="list-style-type: none"> a) Community Profile b) Capabilities <ul style="list-style-type: none"> ▪ Plans ▪ Assessments ▪ Identified priorities ▪ Identified organizations c) Vulnerability Assessment d) Planning Assumptions 	Situation and Assumptions will outline important information about the county and/or city capabilities and resources that can be leveraged to facilitate recovery operations. This section will include a vulnerability assessment which will identify high risks and threats for the county and/or city and will also include planning assumptions to set context for understanding the framework and recovery operations.
3) Concept of Operations <ul style="list-style-type: none"> a) Recovery Organization <ul style="list-style-type: none"> i) Structure ii) Roles and Responsibilities b) Operational Coordination <ul style="list-style-type: none"> i) Preparedness ii) Activation and Transition <ul style="list-style-type: none"> ▪ Considerations for partial or full activation iii) Post-Disaster Planning Cycle <ul style="list-style-type: none"> (1) Identification <ul style="list-style-type: none"> ○ Identifying existing need and alternative solutions (2) Planning <ul style="list-style-type: none"> ○ Identifying project approach ○ Prioritize projects 	The Concept of Operations will include background information on the purpose for recovery, the different phases in recovery (i.e., preparedness, activation and transition, planning operations, and transition to steady state), and the associated activities and milestones that occur during these phases. This section will also provide information regarding the roles and responsibilities in recovery and the governance structure and key staff and positions. The section will conclude with information regarding finance and administration procedures to effectively fund and manage recovery.

Outline Section	Description
<ul style="list-style-type: none"> ○ Identify funding sources for projects ○ Identify responsibility for project completion (3) Implementation <ul style="list-style-type: none"> ○ Executing and tracking projects (4) Evaluation <ul style="list-style-type: none"> ○ Determining success of project in addressing identified needs iv) Transition to Steady State b) Phased Approach <ul style="list-style-type: none"> ▪ Identifying and communication milestones and expectations at the short, intermediate, and long term c) Finance and Administration <ul style="list-style-type: none"> i) Financing recovery ii) Project administration 	
4) Framework Maintenance	The Framework Maintenance section will include approval and adoption process and relevant information, describe maintenance scheduling and updating processes, and provide information for plan integration.

A Local Recovery Framework can also have additional tools to facilitate streamlined recovery operations for local agencies. These additional tools in the Local Recovery Framework include:

- Communication templates to provide pre-scripted messages related to the Local Recovery Framework, including:
 - A messaging template for RSF Activation Notification
 - A messaging template for Meeting Notices and Invitations
 - Communications templates related to Public Notice Cycle Information
- Directory of local agencies engaged in recovery efforts with contact information for key agency points of contact
- Supporting resources, references, and plans used to inform the development of the Local Recovery Framework
- Recovery coordination meeting agendas and note templates
- Recovery project progress report tracking tools and templates
- A list of potential funding opportunities along with associated considerations and eligibility requirements
- A stakeholder engagement strategy to guide community outreach efforts during recovery along with outreach material templates
- A list of local standard operating procedures relevant to overall recovery and to each of the local RSFs

- Standardized data collection forms, including data collection checklists to guide post-disaster assessments
- Standardized information sharing forms to guide the dissemination of information, including information sharing consent forms

RSF Activation Checklist

This checklist will provide potential criteria for activation for each RSF. The activation criteria are broad conditions that a local jurisdiction can use to determine the need to activate one or more RSFs, but it is possible that even if these conditions are met, the locality can determine that there is no need to activate an RSF. Similarly, the locality may decide to activate one or more RSFs based on conditions not identified in this checklist. Cumulative and cascading impacts will affect this decision-making process; therefore, this checklist does not outline specific and/or quantitative thresholds for activation. Once the Local Recovery Framework has been activated, the DRM will need to coordinate with the county or city emergency management agency director to determine which RSFs should be activated to meet the needs of the disaster.

It is possible that the needs of the community will change as time progresses, making it necessary to activate and demobilize RSFs at different times during the recovery and redevelopment process. RSFs may be activated immediately following a disaster during response or months after the disaster based on new community needs. The DRM and the county or city emergency management agency director can use the checklist in **Table 25** to determine which RSFs to activate after a disaster. This tool should be used in coordination with any existing activation checklists available for the DRM. This resource is not intended to be comprehensive, but to help a county or city quickly evaluate the need for the activation of each RSF. Determining activation of RSFs will occur during the transition from response to recovery operations. See **Activation and Transition** for additional operational guidance.

Table 25: Potential Criteria for Activation by Recovery Support Function

Potential Criteria for Activation:	
RSF #1: COMMUNITY PLANNING	<input type="checkbox"/> A disaster has impacted more than five percent of the county or city’s entire population.
	<input type="checkbox"/> The county or city has either (1) evacuated due to a significant disaster or (2) received evacuees from neighboring counties or cities.
	<input type="checkbox"/> After a disaster, the county or city’s population has been reduced by five percent or more.
	<input type="checkbox"/> The county or city residents do not trust local government officials after a disaster.
	<input type="checkbox"/> The county or city needs to finance recovery and redevelopment operations but is unsure of how the operations will be funded.
	<input type="checkbox"/> The county or city officials would like to implement projects after a disaster that will increase the county’s resilience to future events but are not sure how to fund the projects.

Potential Criteria for Activation:

RSF #2: ECONOMIC

- A disaster has impacted more than 10% of businesses or employees in the county or city.
- The county or city witnesses an economic downturn as the result of a disaster.
- Business owners fail to renew, or request, construction permits from the county or city after a disaster.
- Tourism rates do not return to pre-disaster rates even months after a disaster.
- Participation in local business organizations (e.g., chambers of commerce) has fallen since a disaster.
- After a disaster, unethical business practices and predatory contractors are brought to light that make residents feel unsafe or disrespected.

RSF #3: HEALTH AND SOCIAL SERVICES

- A disaster impacted multiple healthcare providers in the county or city.
- A disaster impacted the county or city and resulted in experiences that may cause trauma to residents' health or wellbeing.
- The county or city was impacted by a hazardous materials spill or incident.
- A disaster impacted one or more underserved populations (e.g., those living in mobile homes, aging residents, or non-native English speakers).

RSF #4: HOUSING

- A significant portion of the housing stock in the county or city was damaged or destroyed as the result of a disaster.
- The county or city received evacuees from neighboring counties that need semi-permanent or permanent housing.
- Major employers in the county or city cannot re-open businesses due to inability or challenges finding housing for employees after a disaster.
- Resources to rebuild homes (e.g., permits, contractors, experts, lumber) are scarce after a disaster, making it difficult for homeowners to repair or rebuild their homes.

Potential Criteria for Activation:

RSF #5: INFRASTRUCTURE SYSTEMS

- After a disaster, the county or city’s critical infrastructure is damaged, presenting safety and quality of living challenges to residents, employees, businesses and/or visitors.
- Repairs or improvements are expected to take longer than six months and/or result in severe or complete disruptions of services for more than eight hours at a time.
- Critical infrastructure that is in an area that is repeatedly impacted by disasters needs to be repaired or rebuilt.
- Infrastructure systems impacted by a disaster could be improved by adaptation or mitigation tactics.
- A disaster reveals a “single-point-of-failure,” and the county’s or city’s entire infrastructure system cannot function when a single service area is impacted.

RSF #6: NATURAL AND CULTURAL RESOURCES

- Ecotourism is impacted by a disaster and tourism rates do not return to pre-disaster rates.
- A disaster impacts a native species of plant or animal, threatening to wipe out a unique aspect of the county’s or city’s environment.
- A disaster impacts and damages community cultural assets.
- Historical homes, buildings, or other assets are damaged as a result of a disaster.
- Redevelopment after a disaster threatens the natural environment or takes place in areas that are likely to be affected by future disasters.
- The lands, natural resources, and/or cultural assets of First Nations and/or tribal nations are damaged by a disaster.

RSF #7: LAND USE AND REDEVELOPMENT PLANNING

- Widespread damage to homes, buildings, and/or infrastructure as a result of a disaster will require review of land use plan to identify new building sites or rezoning of existing parcels.
- Disaster impacts to natural plant or animal species will require rezoning to create or increase protected areas.
- Historic homes, buildings, or other cultural assets damaged from a disaster require review of land use plan to identify new building sites or rezoning of existing parcels.

Disaster Recovery Center Manager Checklist

This checklist serves as a job aid to identify the high-level responsibilities and considerations for the DRC Manager, and may be reference to support DRC Managers in executing their role.

DRC PARTICIPATION

- Are all the needed coordinating partners in place for implementation?
- Has the need for Federal partners been evaluated?
- Has there been an evaluation of the appropriate number and location of the DRCs?

OPERATIONAL ROLES AND RESPONSIBILITIES

- Has a DRC Manager been appointed for each DRC location?
- Has the SCO been made aware of their responsibilities related to the DRC?
- Have the DRC Manager(s) and SCO been put in contact?

OPERATING PROCEDURES

- Are the DRC(s) mission-focused?
- Are the DRC(s) scalable and scaled appropriately?
- Are the DRC(s) standardized throughout the state?
- Are the DRC(s) accountable to any rules and regulations as required to receive federal and/or state funding?
- Are the DRC(s) interoperable for the variety of agencies and partners in the center?

COMMAND

- Are command functional general activities being considered and implemented as required?
- Are command functional staffing activities being considered and implemented as required?
- Are command functional health and safety activities being considered and implemented as required?
- Are command functional security activities being considered and implemented as required?
- Are command functional media activities being considered and implemented as required?

PLANNING

- Are the planning general activities being considered and implemented as required?
- Are the planning deactivation activities being considered and implemented as required?
- Are the planning operational review activities being considered and implemented as required?

OPERATIONS

- Are operations functional outreach activities being considered and implemented as required?
- Is a client appointment system being utilized?
- Are operations functional data collection activities being considered and implemented as required?
- Was the exit interview form distributed to clients?
- Were DRC participants encouraged to provide a facility evaluation?

LOGISTICS

- Are general logistics functional activities being considered and implemented as required?
- Are site selection logistics being considered and implemented as required?
- Are facility equipment/supplies logistics being considered and implemented as required?
- Are identification and signs logistics being considered and implemented as required?
- Are logistics functional internal communications activities being considered and implemented as required?

Disaster Recovery Center Guidance

PURPOSE

This guidance is meant to serve as a tool for local jurisdictions to establish one or more resource centers known as Disaster Recovery Centers (DRCs). Local decision-makers can also incorporate this information into disaster recovery planning activities such as exercises, drills, and training. For consistency and clarity, this guidance is designed to reflect five functions of the National Incident Management System (NIMS) and Incident Command System (ICS). They are:

- Command,
- Planning,
- Operations,
- Logistics, and
- Finance/Administration.

This is a systems approach that provides common terminology, unity of command, and integrated communications. The guidance is structured into function-specific checklists for DRC activities.

DRC OVERVIEW

Description

The DRC is normally staffed and supported by local, tribal, state, and federal agencies, as well as non-profit and voluntary organizations. The DRC provides a single facility where individuals, families, and businesses can access available disaster assistance programs and services. DRCs have proven to significantly contribute to a streamlined recovery process and have been field-tested in numerous disasters and emergency events.

Mission

To assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency.

DRC PARTICIPATION

An effective DRC requires the coordination, cooperation, and participation of local, state, and federal agencies, as well as non-profit and voluntary organizations. Although the private sector can be beneficial to a community's recovery, private vendor participation should be conducted outside of the DRC.

Local Government

Local government officials are responsible for assessing the need for and the establishment of a DRC. Implementation of a DRC should be in coordination with the state emergency management agency (i.e., the Oregon Office of Emergency Management [OEM] and the Washington Emergency Management Division [EMD]). The local government is also responsible for coordinating the participation of local government agencies, volunteers, community-based organizations (CBOs), and private nonprofit (PNPs) organizations (PNPs).

State Agencies

The state emergency management agency is responsible for coordinating the participation of state and federal agencies in a DRC. The state emergency management agency will provide technical assistance and staff to support the set up and operations of DRCs. This technical assistance can include assisting local governments with identifying the appropriate number and location(s) of DRCs to be established based on disaster-specific criteria.

Federal Agencies

The state emergency management agency will also coordinate the participation of any federal agency at a DRC. Examples of federal agency participation may include the Federal Emergency Management Agency (FEMA) and U.S. Small Business Administration (SBA).

PNPs, CBOS, and Volunteer Organizations

PNPs, CBOs, and voluntary organizations provide a variety of services to individuals and families and often work together to help address the unmet needs of disaster survivors. The benefit of co-locating these organizations with governmental agencies is to provide individuals and families with as many resources as possible in a centralized location.

OPERATIONAL ROLES AND RESPONSIBILITIES

DRC Manager

The DRC Manager will be appointed by the local emergency management agency and is responsible for daily oversight (e.g., management, planning, operations, logistics, and finance/administration) of the DRC. Each DRC will have its own manager.

State Coordinating Officer

Appointed by the state emergency management agency, the State Coordinating Officer (SCO) (or designee) will be responsible for providing guidance and support to the DRC Manager to support the success of the DRC. Examples of the SCO's responsibilities include, but are not limited to:

- Providing recommendations regarding the layout of the DRC.
- Reporting needs to state agencies.
- Reporting state agency participation and daily client intake/services rendered to the DRC Manager.
- Assisting the DRC Manager with administrative tasks such as:
 - Estimating the number of required accommodations (e.g., telephones, extension cords, copy machines, printers).
 - Ensuring each station is identified with proper signage.
 - Ensuring the DRC is easily identifiable by posting signage outside.
 - Coordinating with the DRC Manager to communicate the location and hours of the DRC to the public.
 - Coordinating with the DRC Manager to determine how to count clients (i.e., as individuals or households).
 - Briefing and debriefing of DRC participants.

OPERATING PROCEDURES

The DRC Manager, SCO, and DRC supporting agencies will strive to operate each DRC in accordance with the following principles:

- **Mission-Focused:** The day-to-day operations will be consistent with the DRC mission.
- **Scalability:** Develop DRCs that can rapidly and effectively size up or down to meet requirements of the local community.
- **Standardization:** DRCs will be consistently structured and operated throughout the state.
- **Accountability:** DRCs receiving federal and/or state funding may be subject to audit.
- **Interoperability:** Technological systems and tools must be able to operate on different platforms by different agencies represented in the DRC.

COMMAND

General Activities

The Command functional activities provide for overall guidance, decision-making, and supervision of DRC operations. Command functional activities monitor that all operations are in accordance with the DRC mission. Functional general activities include:

- Conduct regular meetings.
- Conduct change of shift briefings, as necessary.

- Ensure media coordinator participates in all phases of DRC operations to keep the public informed.
- Coordinate DRC closure information with media coordinator as soon as DRC closure date is known.

Staffing

Functional staffing activities in Command include:

- Ensure representation of appropriate agencies. Providing adequate training of specific duties to DRC participants, such as intake staff.
- Provide multi-lingual capabilities, as necessary.
- Staff main telephone and reception, if applicable at the DRC.

Health and Safety

Functional health and safety activities in Command include:

- Train a sufficient number of DRC participants in CPR and first aid.
- Provide first aid kits and fire extinguishers on-site.
- Verify the facility has a completed fire inspection certification and site safety plan on record.
- Provide Worker's Compensation information to DRC participants.
- Assess facility for any potential safety hazards and available emergency exits.
- Make crisis counseling and/or stress debriefing available for DRC participants as needed.

Security

Functional security activities in Command include:

- Provide a safe environment for clients and DRC participants during normal operations and after hours by coordinating security operations with local law enforcement.
- Provide locking mechanisms for physical structures and vulnerable technological systems (e.g., doors, computers, files).

Media

Functional media activities in Command include:

- Facilitate public awareness of the opening and closing of the DRC.
- Coordinate responses to press inquiries in accordance with media procedures.
- Facilitate DRC visits of elected officials and the press.
- Regularly evaluate public announcements and media releases.
- Include local, state, and federal government public information representatives in appropriate internal briefings.
- Coordinate with DRC Manager to identify any public information issues or media needs.
- Coordinate DRC closure information with DRC Manager as soon as DRC closure date is known.

PLANNING

General Activities

The activities of the Planning function are performed by the local government and the state emergency management agency. This includes initial planning, hours, location, etc. The DRC Manager will facilitate these plans and in coordination with the SCO, keep all DRC participants updated.

Deactivation

Functional deactivation activities in Planning include:

- Return all local supplies, furniture, equipment, etc. to appropriate agencies.
- Cleanup facility.
- Create a written agreement that validates the facility owner is satisfied with condition of facility post-DRC operation.

Operational Review

Functional operational review activities in Planning include:

- Plan and facilitate final debriefing session with all DRC participants, including a review of operational pros and cons.
- The DRC Manager and the SCO will coordinate to determine the need for stress debriefing for DRC participants.
- Facilitate stress debriefing with local mental health officials, if necessary.
- Prepare and distribute a report to all participating agencies and organizations. The report should document successful operational procedures and any identified issues that require resolution before a future DRC operation.

OPERATIONS

General Activities

The DRC Manager, the SCO, and all DRC participants are responsible for the day-to-day operational activities of providing information and referrals to clients affected by a disaster.

Outreach

Functional outreach activities in Operations include:

- Establish and staff an Intake/Reception Desk to assist incoming clients with resource information.
- Distribute and collect an Intake Survey Form developed by local government specific to the disaster.
- Distribute local jurisdiction agency information/handouts through the Intake/ Reception Desk.
- Maintain local, geographic maps depicting disaster impact area.
- Compile and analyze visitor intake information as outreach tool to identify target areas for additional outreach activities.
- Conduct outreach to impacted communities to communicate details of the DRC.

Client Appointment System

After any disaster, there is always the potential for DRC operations to become overwhelmed by the numbers of potential clients. This is especially true during the initial days of the operation. Consideration should be given to establishing a client appointment system to provide the orderly and timely use of DRC resources. An appointment system may be implemented to run concurrently with normal DRC operations.

Data Collection

Functional data collection activities in Operations include:

- Compile DRC service statistics in cooperation with the SCO and program providers (i.e., how many people served, what programs were provided).
- Analyze daily DRC statistics to assist DRC Manager and SCO in decision-making and advance planning.
- Use the following forms that may be modified for specific DRC needs. These examples contain the elements that have been identified as useful for data collection purposes:
 - **Client Sign-in Sheet (Attachment A: Client Sign-In)**. This form to be used at the reception area; information to be used for client triage and incorporated into the Daily Client Summary.
 - **Triage: Client Routing Form (Attachment B: Triage - Client Routing Form)**. The registrar completes this form to route the clients to appropriate DRC participants. Each DRC participant (agencies that are staffing the tables) may suggest additional stations.
 - **Client Count Summary (Attachment C: Client Count Summary)**. This form assists in determining trends in client flow, hours of operation, and schedule changes. The information for this form is obtained from the Client Sign-in Sheet.
 - **Station Tally (Attachment D: Station Tally)**. DRC participants use this form to track the number of clients interviewed and served. This information is incorporated into the Station Tally Summary.
 - **Weekly Station Summary (Attachment E: Weekly Station Summary)**. This form assists in determining trends in client flow. The information for this form is obtained from the Station Tally forms.
 - **Client Damage Survey (Attachment F: Client Damage Survey)**. This form is a sample and can be revised specific to the event. It may be used to glean information from clients visiting the DRC to identify potential unmet needs. If the client agrees this information can be shared with long term recovery committees to address unmet needs once the DRC closes.

Exit Interview

An Exit Interview Form should be developed for distribution to clients. The information may be used to identify specific target areas, systems improvements, etc. The data collected may be used for future planning.

Exit interviews may be conducted so that each DRC client has received necessary and appropriate information and referrals. **Attachment B: Triage - Client Routing Form** can be used as a basis for this interview. The interview is designed to capture the client's satisfaction of the information provided, including referrals.

Facility Evaluation

Each DRC participant is encouraged to provide a list of any identified facility changes that might improve their customer service capabilities in the future. The DRC Manager will utilize this information for future planning purposes.

LOGISTICS

General Activities

The activities of the Logistics function include the coordination of facilities, services, equipment and supplies in support of the DRC operations. Logistics processes service requests from the DRC Manager, SCO, and DRC participants.

Site Selection

Considerations for selecting a site should include (see **Attachment G: Sample Floor Plan**):

- Compatibility with the Occupational Safety and Health Administration (OSHA) and the Americans with Disabilities Act (ADA) requirements including facility size.
- In close proximity to individuals and families affected by the disaster.
- Convenient access to public transportation (e.g., highways, main thoroughfares, mass transit).
- Secured, lighted parking areas and walkways adequate for number of DRC participants and clients.
- In close proximity to available food services (e.g., restaurant, coffee shop).
- Adequate office space for processing applicants and confidential discussions with clients and DRC participants. (See **Attachment G: Sample Floor Plan** for formula for estimating square footage.)
- Sufficient number of telephone and data lines.
- Appropriate lighting, heating, ventilation, electrical, plumbing capabilities and restrooms.
- Availability of adequate janitorial and waste disposal services.

Facility Equipment/Supplies

Considerations regarding facility/equipment supplies should include:

- Access keys for DRC Manager.
- Telephone lines and computer printer(s) and paper.
- One telephone per voice line and backup communication system, as necessary.
- Display area/desk for informational pamphlets, brochures, etc.
- One table or desk and at least two chairs per DRC station.
- Additional chairs for client waiting area.
- Two computers with Internet access (one for use by DRC participants and one for client access).
- Photocopier (high speed copier with collating and stapling capabilities).
- Emergency equipment (e.g., fire extinguishers, first aid kits).
- Local public telephone directories.
- Janitorial and office supplies.

Identification and Signs

Considerations regarding DRC identification and signs should include:

- Agency identification badges worn by all DRC participants.
- DRC signage should be posted for easy identification from public roads.
- Permits necessary for legally posting DRC location.
- Multi-lingual DRC signs.
- Directions to the DRC from public routes.
- Direction of traffic flow within the DRC.
- Posting operational hours and changes, when necessary.

Internal Communications

Functional internal communication activities should include:

- Develop and distribute the following telephone directories:
 - Internal DRC participants
 - Emergency numbers for law, fire, ambulance, medical assistance, etc.
 - Information technology support.
 - Ensuring DRC participants are provided internal communication capabilities such as computer networking, messaging system, telephone transferring, etc.

ATTACHMENT B: TRIAGE - CLIENT ROUTING FORM

Disaster Recovery Center | Client Routing Form

You may visit Disaster Recovery Center (DRC) stations other than those recommended. Use as many forms as necessary to complete one entry per station. Please return all forms to the receptionist before exiting the DRC.

Client Name:				Date:			
<i>Complete the following questions for every station visited.</i>							
STATION VISITED (___ of ___)							
Organization:							
Station Number:							
Answer “yes” or “no” to these questions about the station visited.							
Recommended?				Visited?			
Follow-up Required?				Rcvd Info?			
Provide a summary of any recommended referrals you received at this station:							
STATION VISITED (___ of ___)							
Organization:							
Station Number:							
Answer “yes” or “no” to these questions about the station visited.							
Recommended?				Visited?			
Follow-up Required?				Rcvd Info?			

Provide a summary of any recommended referrals you received at this station:

--

STATION VISITED (___ of ___)

Organization:

--	--

Station Number:

--	--

Answer "yes" or "no" to these questions about the station visited.

Recommended?

--

Visited?

--

Follow-up
Required?

--

Rcvd
Info?

--

Provide a summary of any recommended referrals you received at this station:

--

ATTACHMENT E: WEEKLY STATION SUMMARY

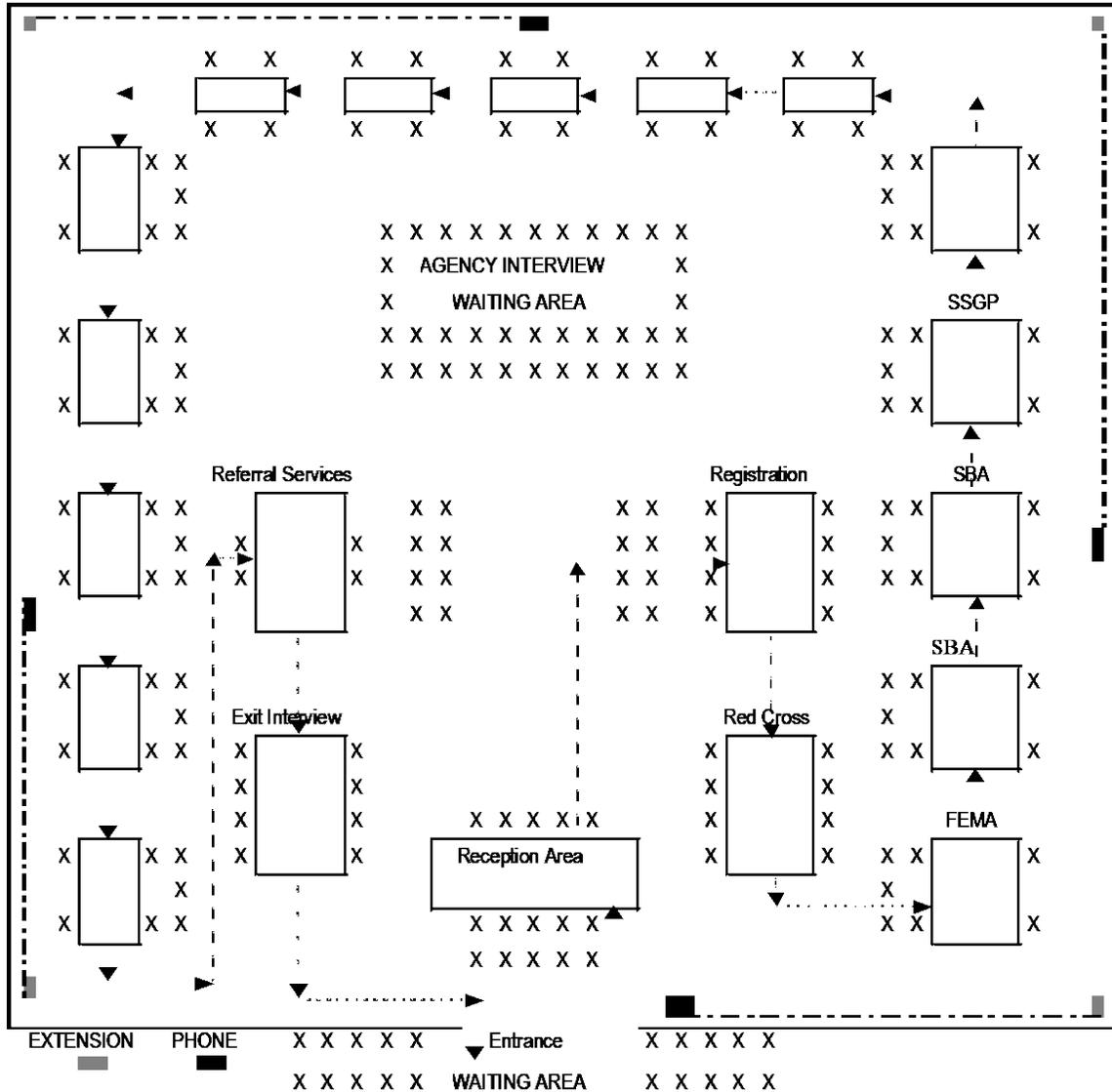
Week of: _____
Page ____ of ____

Disaster Recovery Center

State Number	DRC Organization	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Weekly Total

ATTACHMENT G: SAMPLE FLOOR PLAN

The diagram below represents floor space of approximately 5,000 square feet (ft²). Blank tables are for additional services.



Formula for estimating square footage:

150 ft² for each DRC participant PLUS 50 ft² for each client that could be in the DRC at a given time.

Example: A center to accommodate 10 DRC participants and 30 clients at any given time would require a minimum of 3,000 ft²: (150 ft² x 10 DRC participants) + (50 ft² x 30 clients).

NOTE: DRCs may require more or less square footage based on the size and magnitude of the event. Partitions of some type may be necessary if one table is used to interview more than one client.

Recovery Action Plan Outline

Recovery Action Plans (RAPs) are created by recovery leadership to outline recovery projects, plans, and strategies to inform recovery after a disaster. RAPs supplement the Local Recovery Framework by identifying specific projects to address the disaster impacts and developing actionable tasks to implement those projects. The Local Recovery Framework will support the RAP by outlining steps to develop the RAP, and how to carry out day-to-day operations. RAPs should be developed for each individual disaster to adequately address the unique community needs and priorities. **Table 26** below provides a recommendation for how RAPs can be organized.

Table 26: Recovery Action Plan Outline

Outline Section	Description
1) Executive Summary	The Executive Summary will provide an overview of the RAP, including main objectives, goals, and a list of recovery actions.
2) Introduction a) Purpose and Vision b) Planning Process	The Introduction will define the purpose of the document and the overall recovery vision. This section will also provide a brief overview of the planning process and the stakeholders involved in creating the plan.
3) Conditions Assessment a) Overview b) Recovery Needs and Priorities c) Resilience and Capability Assessment	The Conditions Assessment will review past and current conditions after the disaster and briefly describe the methodology of the recovery assessment. This section will utilize information gathered during the impact and needs assessment to determine immediate priorities. Additionally, this section will include a resilience and capability assessment. The assessment will determine strengths and areas of improvement, which along with the recovery needs and priorities, will help develop the Recovery Strategy.
4) Recovery Strategy a) Goals b) Objectives c) Action Plan	The Recovery Strategy will further define the goals and objectives for recovery. This section will also include an action plan matrix that identifies projects for recovery and information such as the goal, objective(s), and needs/vulnerabilities addressed.
5) Plan Maintenance a) Approval and Adoption Process b) Organization and Leadership c) Plan Coordination	The Plan Maintenance section will include approval and adoption process and relevant information, describe staffing and oversight requirements, and provide information for plan integration.

Community Engagement Tools

The activities summarized in **Table 27** are examples to guide consistent and appropriate engagement. This engagement should always include integration of equity and social justice as well as resilience.

Table 27: Reminders on Community Engagement

Audience	Example Activities	Resources Needed
Elected Officials	Brief elected officials on the disaster situation and how the Local Recovery Framework is being used in the recovery process.	<ul style="list-style-type: none"> ▪ Venue ▪ Presentation ▪ Promotional Materials
General Public	Provide open forums where community members first provide feedback on the disaster recovery efforts that are underway and then can receive information about the plan for post-disaster recovery, where they can find additional information, and what individual actions they may need to take. In addition, these forums should highlight the actions the local jurisdiction or tribe is taking that support equity and resilience throughout the recovery process.	<ul style="list-style-type: none"> ▪ Venue ▪ Sign-In Sheet ▪ Talking Points ▪ Informational Materials
Local, Tribal and Regional Businesses	Coordinate with regional chambers of commerce to speak to local and tribal businesses about what actions to take to remain open (if possible) through recovery. Coordinate with utility companies to disseminate information through bills/flyers mailed to customers' homes. Provide suggestions for potential sustainable economic revitalization practices that businesses can adopt.	<ul style="list-style-type: none"> ▪ Talking Points ▪ Informational Materials
Television, Radio, and News Media	Request radio, television, and newspaper coverage to broadcast information to the public about what actions to take as part of the recovery process.	<ul style="list-style-type: none"> ▪ News Release ▪ Talking Points ▪ Informational Materials

Section 4: Regional Guidance and Tools



Regional Capability Analysis

Regional Overview

The PMR is geographically diverse, comprised of river valleys, mountainous regions, and volcanos. Major rivers and bodies of water include the Willamette, Columbia, Sandy and Tualatin Rivers, and Yale and Merwin Lakes, along with the Tualatin and Willamette River Valleys. Much of the PMR is hilly to flat, but also contains mountainous regions, such as the Oregon Coast Range in Washington County and the Cascade Range Mountains in Clackamas County. Clackamas County contains a potentially active stratovolcano, Mount Hood.

The PMR is comprised of five counties across two states. Multnomah County includes six incorporated cities with large unincorporated areas in the Northwest and Eastern parts of the county. Clackamas County includes sixteen incorporated cities and nine census-designated places (included in the unincorporated area). Washington County contains three large cities, while Clark County and Columbia County contain seven incorporated cities each. For more information on these counties, refer to the **County Annexes Memos**.

The economic makeup of the PMR is focused mainly in the areas of trade, transportation, and utilities. This sector is the largest employer in Multnomah and Clackamas counties, and the second largest employer in Washington County. The education and health services industries are also major employers, as well as professional and business services, which is the largest employer in Washington County and the third largest employer in Clackamas County. Manufacturing is the largest industry in Columbia County. Success in these industries has resulted in large population growth, with 33,500 new residents to the region between 2013 and 2014.⁴⁸ The most growth in housing between 1998 and 2015 has occurred in Multnomah (53,000 units), Washington (49,000 units), and Clackamas (29,000 units) Counties with the most multifamily housing being built in Multnomah County.

The PMR faces diverse threats and hazards as a region that may require the activation of this Framework for regional coordination on disaster recovery efforts.⁴⁹ This plan is intended for low-frequency, high-impact events that effect large swaths of residents across city, county, and state jurisdictional lines. The PMR faces several natural hazards, especially related to the changing climate causing extreme weather events. Due to the impacts of climate change, the PMR is expected to see an increase in extreme precipitation, drought, wildfires, landslides, and flooding, as well as warmer and drier summers that could cause heat emergencies.

The City of Portland has been built on three identified crustal faults that stretch the length of Portland: the Oatfield Fault, the East Bank Fault, and the Portland Hills Fault. Each of these crustal faults can generate large earthquakes of M6.0–6.8. Depending on its magnitude, an earthquake along these faults could be felt throughout the PMR. The highly forested areas, especially in unincorporated areas

⁴⁸ Metro Housing Regional Snapshot, 2015

⁴⁹ Clark Regional Natural Hazard Mitigation Plan Volume 2, 2017; Clackamas County Natural Hazard Mitigation Plan, 2019 (draft); Columbia County Multi-Hazard Mitigation Plan, 2009; Multnomah County Multi-Jurisdictional Natural Hazard Mitigation Plan, 2017; Washington County Natural Hazard Mitigation Plan, 2016

with lower populations, present a vulnerability for wildfires. The Cascadia Subduction Zone has been noted as a natural hazard with the potential to cause catastrophic damage and loss of life due to a major earthquake. Other geological hazards include deep interplate earthquakes and volcanic activity from Mount Hood.

The PMR is also at risk from man-made threats to the region. Terrorism, active shooters, and large-scale transportation accidents are a few of the types of man-made threats that have the potential to impact the PMR and put the lives and safety of many people at risk. The PMR will continue to prepare for potential man-made threats through regional coordination and pre-disaster recovery planning.

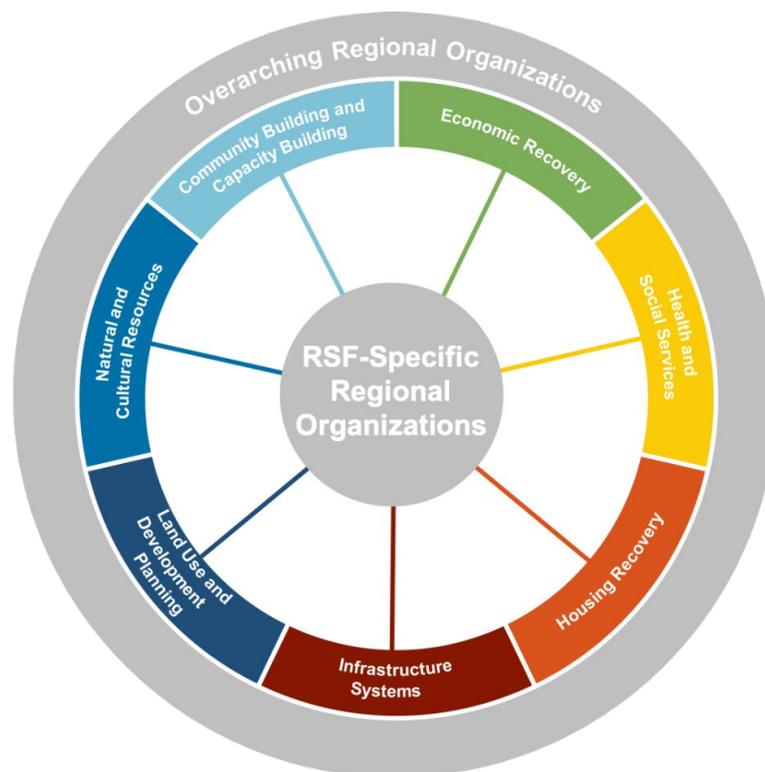
Regional Capability Assessment

This section assesses the regional capabilities that can be leveraged for regional recovery operations, including regional organizations, regional assistive resources, mutual aid agreements, regional plans and agreements, and regional infrastructure. The following are significant capabilities related to the PMR’s ability to recover from a disaster.

REGIONAL ORGANIZATIONS

The PMR includes regional organizations for coordination and governance that will be engaged during the recovery process. These coordination and governance organizations are divided into two primary categories: overarching organizations and Recovery Support Function (RSF)-specific organizations. A visual representation of the relationship of these categories of organization can be seen in **Figure 16** below.

Figure 16: Overview of the Existing Regional Organization in the PMR



Overarching Regional Organizations

Overarching Regional Organizations for coordination and governance include the Regional Disaster Preparedness Organization (RDPO) and Metro.

The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private-sector stakeholders in the Portland Metropolitan Region collaborating to increase the region's resiliency to disasters. The metropolitan region spans Clackamas, Columbia, Multnomah, and Washington Counties in Oregon and Clark County in Washington. The RDPO is the organization developing and managing this Framework.

Metro is a regional government with elected officials that serves the urban and suburban areas of Washington, Multnomah, and Clackamas counties in the greater Portland area. Metro is the area's Metropolitan Planning Organization (MPO) that administers a range of services, such as regional parks, waste, and debris management, as well as providing community venues such as the Oregon Zoo, a performing arts venue, and the Expo Center across the region.

RSF-Specific Regional Organizations

RSF-specific regional organizations for coordination and governance have missions that are specific to each RSF. These RSF-specific organizations are listed below in **Table 28**.

Table 28: RSF-Specific Organizations

Community Planning and Capacity Building	Economic Recovery	Health and Social Services	Housing	Infrastructure Systems	Land Use and Redevelopment Planning	Natural and Cultural Resources
<ul style="list-style-type: none"> ▪ Aging and Disability Resource Connection ▪ Non-Profit Association of Oregon (NAO) ▪ Community Organizations Active in Disasters (COADs) ▪ Oregon Community Foundation ▪ Metro - Community Engagement Commissions ▪ RDPO - Citizen Corps Work Group (CCWG) ▪ RDPO - Public Information Officers Workgroup ▪ Oregon Solutions ▪ Latino Network 	<ul style="list-style-type: none"> ▪ Community Organizations Active in Disasters (COADs) ▪ Pacific Northwest Economic Region (PNWER) ▪ Portland State University (PSU) ▪ Prosper Portland ▪ Small Business Association (SBA) ▪ Strategic Economic Development Corporation (SEDCOR) ▪ Westside Economic Alliance ▪ Oregon Association of Minority Entrepreneurs ▪ Columbia Corridor Association 	<ul style="list-style-type: none"> ▪ Community Organizations Active in Disasters (COADs) ▪ Northwest Oregon Health Preparedness Organization (NWHPO) ▪ RDPO - Public Health Workgroup ▪ RDPO – Health Systems Group ▪ Health and Medical MAC group ▪ Medical Reserve Corps 	<ul style="list-style-type: none"> ▪ 211info ▪ American Red Cross (ARC) ▪ Association of Oregon Counties (AOC) ▪ Community Organizations Active in Disasters (COADs) ▪ County Housing Authorities ▪ Metro - Policy Advisory Committee (MPAC) ▪ Region X HUD Office ▪ Regional Solutions ▪ Portland Housing Bureau ▪ Community Alliance of Tenants - Oregon 	<ul style="list-style-type: none"> ▪ Metro - Joint Policy Advisory Committee on Transportation (JPACT) ▪ RDPO - Regional Disaster Sanitation Task Force ▪ RDPO – Public Works Workgroup ▪ Utility Emergency Managers Group ▪ Port of Portland ▪ Tri-County Metropolitan Transportation District of Oregon (TriMet) ▪ Clark County Transit (C-Tran) ▪ Regional Water Providers Consortium ▪ American Public Works Association 	<ul style="list-style-type: none"> ▪ Association of Oregon Counties (AOC) ▪ Metro - Joint Policy Advisory Committee on Transportation (JPACT) ▪ Metro - Policy Advisory Committee (MPAC) ▪ Special Districts Association of Oregon 	<ul style="list-style-type: none"> ▪ Columbia River Inter-Tribal Fish Commission (CRITFC) ▪ Metro - Parks and Green Spaces ▪ Oregon Heritage Commission ▪ Portland Alliance for Response ▪ Regional Arts and Culture Council ▪ Region 10 Regional Response Team (RRT) ▪ State Historic Preservation Office (SHPO) ▪ Travel Oregon ▪ Travel Portland ▪ Boy Scouts

REGIONAL ASSISTIVE RESOURCES

Coordination in the PMR during post-disaster recovery will be supported by existing regional assistive resources. These regional resources and tools support coordination and governance for disaster recovery. Regional assistive resources aim to support regional organizations and county/city governments as recovery occurs by creating a more efficient and effective coordination system. The specific regional assistive resources that exist in the PMR are defined below in **Table 29**.

Table 29: Regional assistive resources in the PMR

Regional Assistive Service	Description
<p>Portland Metropolitan Region’s Regional Multi-Agency Coordination System (RMACS)</p>	<p>Maintained by the RDPO for the Portland Metropolitan Region, the RMACS is a flexible and scalable multi-component system to support incident needs for one or one or more counties during the response phase post-disaster. The RMACS provides coordination structures and processes by which multi-county incident prioritization, scarce resource allocation, public message coordination, cross-jurisdiction information sharing, policy alignment, and resolution of common issues are conducted during major emergencies.</p> <p>The RMACS structure includes single multi-disciplinary MAC Groups (e.g., the Health and Medical MAC), the Regional Logistics Support Team, the Regional Joint Information System, and the multi-jurisdictional/-disciplinary MAC Group. This is an adaptable response coordination structure that can play a role in the transition from response to recovery, and initial recovery.</p>
<p>Regional Joint Information System</p>	<p>A regional tool to support the organization, integration, and coordination of information to convey a unified messaging across jurisdictions, agencies, and organizations that is timely and accurate. This tool will support optimal public information being provided to the community.</p>
<p>Metro Data Resource Center</p>	<p>A resource which provides a “one stop shop” for Geographic Information System (GIS) layers at a regional level, data known as the Regional Land Information System (RLIS). The Metro Data Resource Center provides web services and API, map services, downloadable data, and downloadable maps. These provides easily accessible and easily shareable data across jurisdictions.</p>

MUTUAL AID

If local, county, or regional jurisdictions require recovery assistance from neighboring or outside entities, jurisdictions within the PMR have established mutual aid agreements with multiple outside entities that formalize resource sharing and assistance under specified terms in the case of a disaster. These mutual aid agreements are an asset to the PMR during the recovery process as they provide the means for acquiring assistance outside the established local, county, or regional efforts. Key mutual aid agreements within the PMR are outlined in **Table 30** below.

Table 30: Mutual Aid Agreements in the PMR

Mutual Aid Agreement	Description
Inter-State and Federal	
Pacific Northwest Interagency Cooperative Intergovernmental Agreement for Grounds Equipment and Maintenance (GEM)	Agreement to efficiently use resources (labor, equipment, and materials) for services, roadway construction, maintenance activities, and facilities support amongst parties in Washington and Oregon.
Emergency Management Assistance Compact (EMAC)	All-hazards, all-disciplines compact that provides mutual aid during governor-declared states of emergency which allow states to share resources such as personnel, equipment, commodities, and services.
Pacific Northwest Emergency Management Arrangement (PNEMA)	Arrangement between the States of Alaska, Idaho, Oregon, Washington and the Provinces of British Columbia and the Yukon Territory to provide a regional approach to emergency preparedness, response, and recovery.
State	
Oregon Intrastate Mutual Assistance Compact	Compact to provide intrastate assistance in managing an emergency or disaster declared by a state governor.
Oregon Public Works Emergency Response Cooperative Assistance Agreement	Agreement for public works agencies in Oregon to quickly provide emergency support amongst agencies and provide the set up for reimbursement.
Oregon State Fire Service Mobilization Plan	All-hazards plan to mobilize fire resources to support local jurisdictions to protect life, property, and the environment when local capabilities are not adequate.
Washington State Fire Resource Mobilization Plan	All-hazards plan to mobilize fire resources to support local jurisdictions to protect life, property, and the environment when local capabilities are not adequate.
Managing Oregon Resource Efficiently Intergovernmental Agreement (MORE-IGA)	Agreement to utilize public resources efficiently and cost-effectively between public agencies in Oregon.
Oregon Water/Wastewater Agency Response Network (ORWARN)	Network of Oregon utilities that assist during emergency incidents.
Washington Water/Wastewater Agency Response Network (WAWARN)	Network of Washington utilities that assist during emergency incidents.
Regional	
Omnibus Inter-County Mutual Aid Agreement	Agreement to provide emergency assistance including supplemental personnel, equipment, materials, and other support across Oregon Counties, as necessary.
Hospital/Health System Facility Emergency Mutual Aid Memorandum of Understanding (MOU)	MOU amongst the hospital and health system facilities in Northwest Oregon Healthcare Preparedness Region 1 to coordinate emergency planning and health sector emergency response, facilitate communication, and provide mutual aid.
Intergovernmental Agreement for Sharing Emergency Operations Center (EOC) Personnel	Agreement between counties and cities, inter-local agencies, regional governments, and special districts within Clackamas, Columbia, Multnomah, and Washington counties of Oregon and Clark County in Washington to share personnel trained to activate to the EOC.

Mutual Aid Agreement	Description
Local	
Cooperative Public Agencies of Washington County (CPAWC)	A consortium of 23 public agencies in Washington County and other agencies in adjacent counties to share public works equipment and training opportunities.

REGIONAL PLANS AND AGREEMENTS

A variety of plans and agreements exist for the PMR. These are listed in **Table 31**.

Table 31: Regional Plans and Agreements

Name	Owner
Disaster Debris Management Framework	RDPO
2018 Regional Transportation Plan	Metro
2018-21 Metropolitan Transportation Improvement Program	Metro
2040 Growth Concept Map	Metro
Regional Transportation System Management and Operations 2010 – 2020	Metro
Regional Solid Waste Management Plan 2008 – 2018 Update	Metro
Urban Growth Boundary	Metro
Columbia Multimodal Corridor Study	Port of Portland
Disabilities, Access and Functional Needs Inclusive Planning: Summary Guidance, Best Practices, and References	RDPO
Oregon Natural Hazards Mitigation Plan 2015	Oregon
Facing Race: 2013 Legislative Report Card on Racial Equity	Oregon
State of Oregon Recovery Plan	Oregon
The Oregon Resilience Plan: Reducing Risk and Improving Recovery for the Next Cascadia Earthquake and Tsunami	Oregon Seismic Safety Policy Advisory Commission
Washington Restoration Framework	State of Washington
Resilient Washington State: A Framework for Minimizing Loss and Improving Statewide Recovery after an Earthquake	Washington State Seismic Safety Committee Emergency Management Council
2013 Washington State Enhanced State Hazard Mitigation Plan	State of Washington

REGIONAL FINANCIAL RESOURCES

The PMR and its recovery partners can leverage financial resources and assistance from multiple sources. Funding for regional services that may be used in the recovery environment comes from three main sources: government funding, fee-based funding, and grant funding.

Government funding provides financial support for many local government organizations, including all five county governments as well as the cities within the PMR and special districts. Government funding provides local governments with financial resources that are used for relevant projects and day-to-day government functions. In addition to the local government funding, state-level resources may also be leveraged, especially in a disaster that requires additional support beyond what local jurisdictions can

provide through their own government funding. In presidentially declared disasters, federal government resources may be leveraged as well.

Fee-based funding supports most services that are paid for by residents, such as water authorities and some transportation systems, although some of these are funded through a combination of government and fee-based funding. Typically, fee-based funding is provided directly through consumers, and therefore services are less reliant on government funding for support. However, fee-based services may experience losses after a disaster due to damaged infrastructure, inability to provide paid-for services, or inability of disaster survivors to pay for services. Therefore, these services may need to be financially supported through other means as part of recovery.

UASI funding is a federal grant program through the Department of Homeland security that funds certain preparedness projects. The PMR is a UASI region and receives funding for security-related initiatives. The RDPO is funded through UASI, as are its projects. Past and current UASI-funded projects have included:

- Emergency Toilet Project,
- Infant Feeding in Emergencies,
- DOGAMI Earthquake Impact Analysis,
- Resource Request Management Handbook,
- Policy Committee Advocacy Letters,
- Disaster Debris Management,
- Long-Term Health Care Facilities, and
- RMACS Newsletter.

INFRASTRUCTURE

The PMR has a wide network of regional infrastructure. Major infrastructure in the region includes six bridges crossing the Willamette River in Multnomah County, four major bridges in Clackamas County, and three major bridges in Clark County and in Washington County. Bridge repair and maintenance is a concern for many rural bridges. The PMR also has significant transportation infrastructure, including the Metropolitan Area Express (MAX) Light Rail, the Greater Portland METRO bus service, the WES Commuter Rail, and four interstate highways (I-5, I-84, I-205, and I-405). The PMR's energy infrastructure includes the Critical Energy Infrastructure (CEI) hub that carries a majority of the liquid fuel for the State of Oregon and jet fuel for Portland's airports, and electric infrastructure provided by Portland General Electric (PGE).

Infrastructure such as bridges, transportation routes, water services, and electric and energy services are essential to the region's ability to thrive after a disaster. For example, a cyberattack on the CEI hub could interrupt fuel supplies and have significant impacts on the transportation of goods, services, and the ability of government agencies and utilities to provide essential services. The region's transportation infrastructure was built before modern seismic codes were in place; therefore, it is more vulnerable to damage from future earthquakes.

Concept of Regional Coordination

This section describes how the PMR’s regional recovery operations will be organized, including regional coordination approach, organizational structure, and thresholds for coordination. The regional recovery organizational structure functions in conjunction with the county and city organizational structure, as shown in the **Concept of County and City Operations**. As outlined in the Framework **Principles**, integration of equity and social justice (ESJ) into recovery planning is critical to work towards a holistic recovery for the community and region and is integrated into the Concept for Regional Coordination.

Coordination Approach

The regional coordination approach defines the region’s strategy for inter-operation between jurisdictions and organizations for disaster recovery. Coordination of operation between jurisdictions and organizations for regional disaster recovery is critical to support an efficient and effective recovery. The PMR’s approach to coordination is to utilize, as needed, the inter-regional relationships, services, and agreements developed during “blue-sky” days for successful regional recovery. This is both in terms of disaster-related relationships, services, and agreements and non-disaster related relationships, services, and agreements. This approach maximizes existing capabilities for the benefit of the region post-disaster; but by having an as-needed approach, the PMR is not abusing regional resources.

COORDINATION VALUES

The regional coordination approach will maintain values in line with those of the PMR. These values will aid in decision-making post-disaster and improve future development of regional coordination and governance in the region. The following is a preliminary list of value statements developed by regional stakeholders:

- Balance people and project focused recovery;
- Be responsible financial stewards;
- Be timely in actions taken;
- Integrate equity and social justice into every step of recovery;
- Integrate resilience and sustainability into regional activities;
- Maintain a unified regional approach;
- Maintain accountability within the regional coordination approach;
- Maintain flexibility in structure and decision-making;
- Provide transparency in post-disaster decisions and actions and explain necessity of outcomes;
- Respect and prioritize regional authority when possible; and
- Understand that there is not a “one size fits all approach” for communities.

COORDINATION GOALS

The goals for the regional coordination approach are outlined below. These coordination goals help to advance the coordination approach for the PMR. The regional coordination approach will:

- Have a common operating picture and set of priorities at the regional level;
- Have a coordinated and shared set of data amongst regional jurisdictions;
- Maintain a supported set of regional assistive resources;
- Support the recovery support functions;
- Support and coordinate private sector engagement for the region;
- Understand disaster cost recovery and needs at the regional level;
- Coordinate expertise amongst regional staffing to support successful recovery; and
- Promote regional goals to Oregon, Washington, and the Federal Government.

Coordination Structure

This section describes how the PMR’s regional recovery operations will be organized. The regional recovery organizational structure functions in conjunction with the county and city organizational structure, as shown in the **Concept of County and City Operations**. The overall coordination structure in the PMR consists of a network of regional organizations, regional assistive resources, and mutual aid agreements as seen in **Table 32**. These organizations, services, and agreements are all discussed as capabilities in the **Regional Capability Assessment**.

Table 32: Regional Organizations

Organization	Key Responsibilities
RDPO	The RDPO is exploring its potential role within regional recovery operations, which may include acting in an advisory capacity to provide disaster-recovery related expertise. The RDPO may also help coordinate the recovery structure during response and facilitate the transition to recovery in collaboration with other regional and local partners.
Special Districts	Coordinates with RSFs to communicate needs and provide resources and support as applicable.
School Districts	Coordinates with RSFs to communicate needs and provide resources and support as applicable.
Non-Governmental Organizations	Provides resources, volunteers, and community insight to facilitate and help guide recovery operations on the regional level. Advocates for underserved populations and their needs in the recovery process.
Local governmental agencies, authorities, and utilities	Provides governance capabilities at the local level, coordinates recovery support with regional NGOs, governments, and RSFs.
Universities/Academia	Provides resources and subject matter expertise to help guide recovery operations.
State and Federal Partners	Provides support and coordinates with local governments in the PMR and provides funding for recovery efforts.

REGIONAL ASSISTIVE RESOURCES

The regional coordination structure in the PMR during post-disaster recovery will be supported by existing regional assistive resources. Regional assistive resources are regional services that provide resources and tools to support coordination and governance for disaster recovery in the PMR. These services will support regional organizations and county/city governments by creating a more holistic approach to recovery that includes entities that are not jurisdictionally specific but focus on components

of the entire region. A list of existing regional assistive resources can be found in the Regional Capability Assessment. This includes support through tools for regional communication, data management, and scarce-resource decision making.

MUTUAL AID AGREEMENTS

Mutual aid will be a tool for providing inter-jurisdictional assistance by sharing resources, services, and personnel. With these agreements in place, the PMR will be able to coordinate amongst regional counties, cities, and other government agencies to effectively use resources post-disaster. This will simplify recovery and make recovery more effective.

ROLES AND RESPONSIBILITIES

During large scale events regional recovery partners need to coordinate to effectively carry out recovery operations. To provide efficiency and avoid duplication of efforts, it is recommended that the roles and responsibilities of each recovery partner be elucidated and differentiated from other roles. **Table 33** outlines the suggested roles of each recovery partner within the regional organizational structure and their suggested responsibilities at the regional level.

Table 33: Recovery Partner Roles and Responsibilities in the PMR

Role	Suggested Responsibilities
Elected Officials	<ul style="list-style-type: none"> Provide advisory support to the regional recovery structure. Facilitate high-level resource requests and regional coordination efforts. Appoint disaster recovery managers (DRMs). Coordinate with RMACS for high-level decision-making needs.
RMACS	<ul style="list-style-type: none"> Activate the Framework and initial regional recovery structure. Coordinate with and provide guidance to MAC groups. Coordinate with DRMs to determine resource and support needs. Communicate advisory and decision-making messages to DRMs and MAC Groups.
RDPO	<ul style="list-style-type: none"> Lead regional pre-disaster recovery activities. Bring policy level regional issues to the attention of appropriate elected officials. Facilitate coordination among local, state, and federal disaster managers. Coordinate with the appointed Federal Coordinating Officer (FCO) in coordination with the State Coordinating Officer (SCO) Liaise between county RSFs and RSF-specific organizations
RSF-Specific Organizations	<ul style="list-style-type: none"> Coordinate with regional subject-matter experts to determine needs, discuss current challenges, and determine approaches to challenges in the recovery process. Provide subject area expertise to RMACS and DRMs as requested. Provide on-the-ground operations support to relevant agencies and departments within their subject area.

Thresholds for Regional Coordination

Activation of the regional coordination approach will depend on which thresholds are met for a given disaster in the PMR. Thresholds refer to an issue, event, or situation where response and recovery are best achieved through a regional response. The thresholds for activation define the point at which all or part of the regional coordination approach is activated and will also indicate when a regional approach is no longer required. Defining these points reduces confusion and provides clear definition for when the concept of regional coordination is utilized.

Thresholds for regional coordination in the PMR are defined below in **Table 34**, along with the responsible party for monitoring for the thresholds.

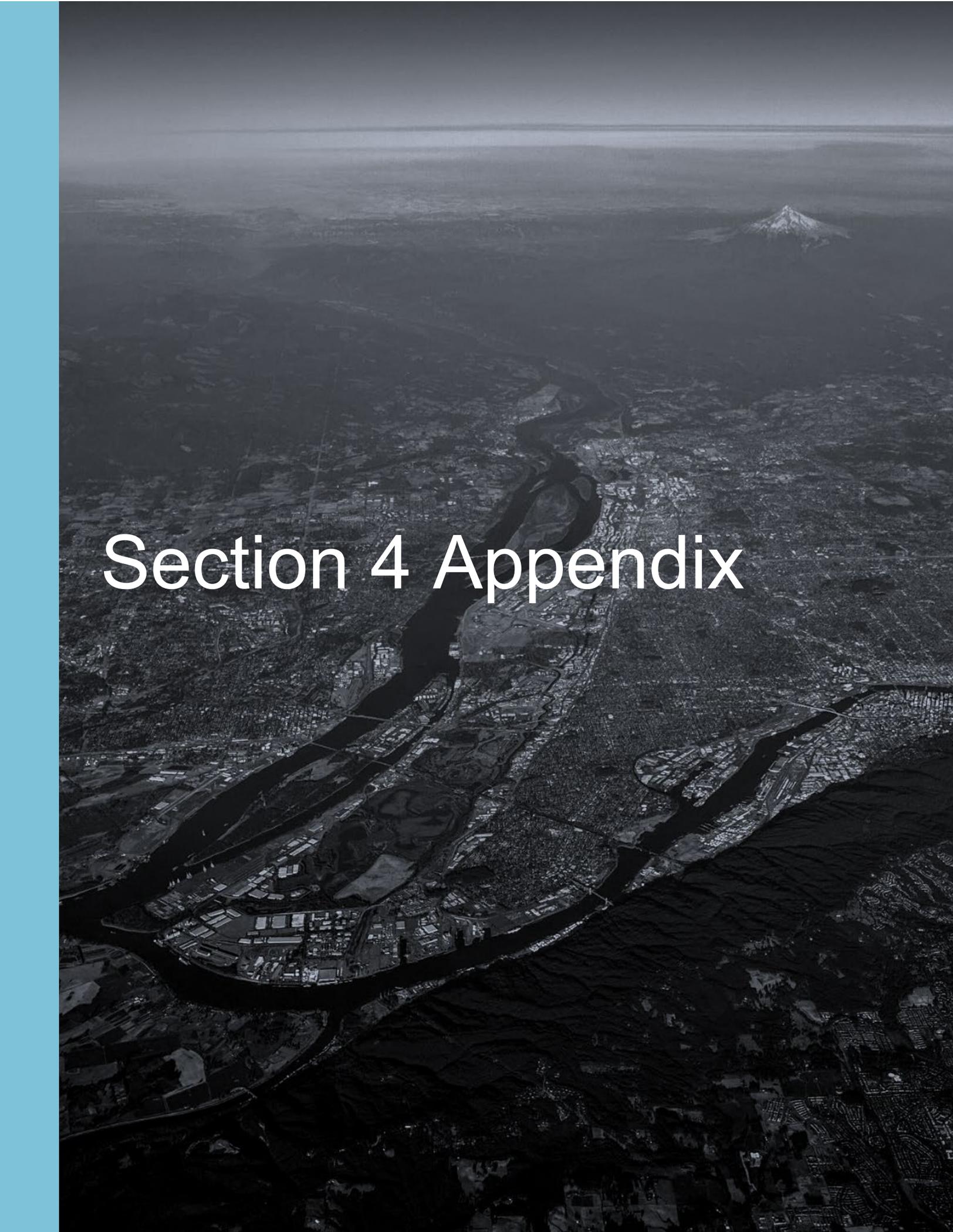
Threshold Definition

“Threshold” refers to:

- the extent of the disaster (e.g., one county, multi-county, full Portland Metropolitan Region, statewide),
- the extent of disaster impact by sectors (e.g., infrastructure, housing), and
- the extent of disaster impact by human impact (e.g., injuries, loss of life, access to resources/housing).

Table 34: Identified Trigger Points for Regional Coordination in the PMR

Threshold	Monitor
Impacts of the disaster overwhelm a jurisdiction in the PMR	Local Governments
Shared infrastructure systems (e.g., critical energy hubs, transportation, water, fuel) experience major impacts	RDPO, Utility Providers
The event impacts the entire region or multiple jurisdictions	RDPO
Populations are displaced intra-jurisdictionally	Local Governments
Services to displaced individuals need to be provided across jurisdictional boundaries	Local Governments
Jurisdictions require the sharing of resources and capabilities for recovery	Local Governments
Prioritization of resources is required	RDPO, Local Governments
Regional policies and solutions are optimal	RDPO
Regional public messaging is required	RDPO, Regional Joint Information System (JIS)
Recovery solutions and/or policy changes will impact the entire region or multiple jurisdictions	Local Governments, RDPO, Metro

An aerial, black and white photograph of a city and its surrounding landscape. A large river winds through the center of the city, which is densely packed with buildings and infrastructure. The river valley is flanked by hills and mountains. In the far distance, a prominent, snow-capped mountain peak rises above the horizon. The overall scene is captured from a high angle, providing a comprehensive view of the urban and natural environment.

Section 4 Appendix

Section 4 Appendix

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Section 4 Appendix

Communications Templates

This section provides motivation for pre-scripted templates that regional leaders can utilize to disseminate information during recovery. These templates will be developed after regional coordination and governance decisions are made, per the *Regional Disaster Preparedness Organization (RDPO) Work Plan*.

MEETING NOTICES

Meeting notices will be provided for regional coordination post-disaster. The meeting notice tool, provided below, provides a template for meeting notice development during recovery.

To be sent by: RDPO

Local Jurisdictional Partner,

We will be convening a Coordination [CALL/MEETING] to identify unmet needs, resource shortages, and priorities for recovery and redevelopment. **Your role in this process is critical for balancing resource requirements, managing public expectations, and efficiently recovering from [INSERT EVENT NAME].**

Please plan to attend the Coordination [MEETING or CALL], which will be held from [INSERT TIME] on [INSERT DATE, LOCATION, AND OTHER DETAILS].

If you require additional assistance, please contact [INSERT NAME AND CONTACT INFORMATION].

Thank you,

RDPO

REMINDERS ABOUT LOCAL ENGAGEMENT

In a major disaster, regional entities may choose to conduct local engagement activities in conjunction with local jurisdiction emergency management and authorities to provide support and support effective involvement of the regional recovery structure. The scope of regional involvement in local outreach may depend on the size and impact of the disaster, as well as the capacity of local entities to perform engagement activities on their own. Regional entities may also engage local jurisdictions by performing outreach to local emergency management and providing information on the regional support available to them. This communication may include, but is not limited to the following topic areas:

- The unfolding situation and recovery objectives, including anticipated timelines (if feasible);
- Efforts by the region to perform recovery operations under the core concepts of equity and resilience;
- Available support and resources from the regional recovery structure;
- The individual actions that local businesses and residents can take as part of the recovery process; and
- Community actions to keep communities economically and socially viable.

The activities summarized in **Table 35** are examples to guide consistent and appropriate engagement with local communities and jurisdictions. This engagement should always include integration of equity and social justice as well as resilience.

Table 35: Reminders about local engagement

Audience	Example Activities	Resources Needed
Elected Officials	Brief elected officials on the disaster situation and how the Framework is being used in the recovery process.	<ul style="list-style-type: none"> ▪ Venue ▪ Presentation ▪ Promotional Materials
Emergency Managers	Brief local emergency managers on the resources and support that are available to them through the RDPO and other regional recovery partners and inform them of their role in the Framework.	<ul style="list-style-type: none"> ▪ Talking Points ▪ Informational Materials ▪ RDPO contact information ▪ Copies of the Framework
General Public	Provide open forums where community members first provide feedback on the disaster recovery efforts that are underway and then can receive information about the plan for post-disaster recovery, where they can find additional information, and what individual actions they may need to take. In addition, these forums should highlight the actions the region is taking that support equity and resilience throughout the recovery process.	<ul style="list-style-type: none"> ▪ Venue ▪ Sign-In Sheet ▪ Talking Points ▪ Informational Materials
Local, Tribal, and Regional Businesses	Coordinate with regional chambers of commerce to speak to local businesses about what actions to take to remain open (if possible) through recovery. Coordinate with utility companies to disseminate information through bills/flyers mailed to customers' homes. Provide suggestions for potential sustainable economic revitalization practices that businesses can adopt.	<ul style="list-style-type: none"> ▪ Talking Points ▪ Informational Materials
Television, Radio, and News Media	Request radio, television, and newspaper coverage to broadcast information to the public about what actions to take as part of the recovery process.	<ul style="list-style-type: none"> ▪ News Release ▪ Talking Points ▪ Informational Materials

Coordination Call Agendas

Once the Framework has been activated, coordination meetings or calls will take place between key recovery partners to discuss the aspects of recovery operations relevant to the coordinating group. The entity that assembles the coordination meeting may use the agenda templates below for note taking to record important decisions, action items, and resource needs identified during the meeting. Once completed, copies of the completed agendas may be provided to the RDPO for record-keeping.

Agendas have been provided to facilitate meetings among three key groups:

- RSFs,
- County and City Executives, and
- DRMs.

Specific considerations for each group have been included in the agendas to enable effective coordination and information sharing and meet the needs of the relevant group. These agendas, in **Table 36**, **Table 37**, and **Table 38** are designed to have sample discussion points, for the region to pick and choose for a relevant call.

Table 36: RSF Coordination Call Agenda

RSF Coordination Call Agenda		
Date: _____		
Time: _____		
Location or Call in #: _____		
Introductions and Roll Call		
Coordinating Agency	Name: _____	
Supporting Agencies	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
Event Details		
Discussion Point	Notes	
Situation Update		
Are there any requests for information, updates, or recommendations from the disaster recovery manager?		
What are the identified recovery goals in the region (Federal, State, Regional, local) generally and per RSF?		
Are there any regional needs to support the recovery goals?		
How should the recovery goals be prioritized for a holistic approach to recovery?		
In which ways gain the region support these recovery goals?		
What other type of additional support is needed? (e.g., State support, Federal support)		
What is the messaging strategy to support the attainment of the recovery goals?		
Action Items		
Action	Responsible Party	Due Date
Next Meeting/Adjourn		
Date: _____	Location or Call in #: _____	
Time: _____		

Table 37: County/City Executive Coordination Call Agenda

County/City Executive Coordination Call Agenda		
Date: _____		
Time: _____		
Location or Call in #: _____		
Introductions and Roll Call		
Coordinating Agency	Name: _____	
Supporting Agencies	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
Event Details		
Discussion Point	Notes	
Are there any requests for resource support or direction from the disaster recovery managers? <ul style="list-style-type: none"> Which executive(s) are responsible for completing these requests? 		
How should the resource requests identified above be prioritized? Align resources requests with pre-established recovery priorities.		
What key decisions have been made by RSFs and DRMs? How have these decisions affected the overall recovery process? <ul style="list-style-type: none"> Identify any needed changes to direction or policy on the part of RSFs or DRMs. 		
What information from the regional, state, or federal levels needs to be communicated to DRMs? Which executive(s) are responsible for communicating this information?		
Are there county or city level ordinances or policies that should be activated to assist with the recovery process?		
What are the current outstanding issues associated with the event? Consider: <ul style="list-style-type: none"> Public information needs Policies and directives State and regional level coordination Resource needs 		
What are the current priorities for county and city level executives?		
What are the key activities that need to be completed at this stage? Have the activities been identified in Recovery Action Plans? What is the status of the development and implementation of Recovery Action Plans?		

Action Items		
Action	Responsible Party	Due Date
Next Meeting/Adjourn		
Date: _____ Time: _____		Location or Call in #: _____

Table 38: Disaster Recovery Manager Coordination Call Agenda

Disaster Recovery Manager Coordination Call Agenda		
Date: _____		
Time: _____		
Location or Call in #: _____		
Introductions and Roll Call		
Coordinating Agency	Name: _____	
Supporting Agencies	Name/Agency: _____	Name/Agency: _____
	Name/Agency: _____	Name/Agency: _____
Event Details		
Discussion Point	Notes	
Are there any outstanding requests/resource needs from RSFs?		
Are there any inactive officer positions that should be activated to assist with DRM responsibilities?		
<ul style="list-style-type: none"> ▪ Equity and Diversity ▪ Resilience ▪ Mitigation ▪ Adaptation ▪ Community Engagement/Public Information ▪ Private and NGO Coordination ▪ Legal ▪ Resource ▪ Financial ▪ Information Management ▪ Process Management 		
What is the status of disaster recovery process? Each jurisdiction DRM should provide a high-level status update including:		
<ul style="list-style-type: none"> ▪ Number of displaced residents ▪ Number of open congregate shelters and bed availability (if applicable) ▪ Continuing life safety concerns ▪ Continuing hazards impacting residents or recovery workers 		

<ul style="list-style-type: none"> ▪ General disaster situation (e.g., percentage of containment of a wildfire) 	
<p>What are the pertinent logistical needs? Each jurisdiction DRM should identify any resource or staffing needs and provide updates that address the following community lifelines:</p> <ul style="list-style-type: none"> ▪ Safety and Security ▪ Communications ▪ Food, Water, Sheltering ▪ Health and Medical ▪ Energy (Power and Fuel) ▪ Transportation ▪ Hazardous Waste 	
<p>What key information on the recovery process, needs, and status need to be communicated to county or city executives? What key information needs to be communicated to RMACS?</p>	
<p>What are the current challenges associated with the event? Consider:</p> <ul style="list-style-type: none"> ▪ Resource shortages ▪ Unmet needs ▪ Logistical requirements ▪ Lack of information ▪ Legislative gaps/needs ▪ Organizational structure and coordination 	
<p>What approaches can be used to meet these challenges?</p>	
<p>Which challenges should be prioritized? Align these with pre-established recovery priorities.</p>	
<p>What information needs to be communicated to RSFs? Who will communicate this information?</p>	
Action Items	
Action	Responsible Party
Due Date	
Next Meeting/Adjourn	
<p>Date: _____</p> <p>Time: _____</p>	<p>Location or Call in #: _____</p>

Regional Participation Checklist

The process for recovery and redevelopment planning should be an equitable and participatory process similar to other community-based planning initiatives. The best way to achieve comprehensive recovery and redevelopment is to involve stakeholders who represent the whole community in recovery operations. When determining which regional stakeholders should participate in the recovery process, consider the following questions:

- What recovery goals will be accomplished by engaging specific stakeholders?
- Whose support is needed to support a successful recovery process?
- What subject matter experts are needed to inform the recovery process?
- What can this stakeholder group contribute to the process?
- How will this stakeholder influence recovery outcomes?
- What community initiatives does this stakeholder group know about that may influence the recovery process?
- Which hard-to-reach or underserved populations should be assured a voice in the recovery process and how will they be incorporated?

Coordination Checklists

Coordination checklists will be a key tool for the region to be completed during each phase of recovery (short-, intermediate-, and long-term). Sample coordination checklists can be found in the **Table 39**, **Table 40**, and **Table 41**. These can be modified depending on the disaster situation and scope.

Table 39: Sample Coordination Checklist for Recovery Leadership

✓ Activation	
<input type="checkbox"/>	Coordinate with the RMACS to facilitate the transition from response to recovery.
<input type="checkbox"/>	Coordinate with the RMACs to determine activation of RSFs.
<input type="checkbox"/>	Determine the need for activation of Officer positions to assist in carrying out responsibilities.
<input type="checkbox"/>	Direct coordination between activated RSFs and the RMACs.
<input type="checkbox"/>	Provide support to RSF lead agencies in initiating and implementing RSFs.
<input type="checkbox"/>	Brief elected officials on the disaster situation and how the Framework is being used in the recovery process.
✓ Operations	
<input type="checkbox"/>	Coordinate with each RSF to build a recovery vision and develop and implement strategies to achieve that vision. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Coordinate between all activated RSFs to create a cohesive and coordinated regional recovery vision across all recovery strategies. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Coordinate strategic planning discussions with all RSF lead agencies to discuss common priorities, milestones, and activities. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Coordinate day-to-day actions and resources of regional recovery between RSFs and other regional and local stakeholders. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Maintain communication with elected and senior officials regarding policy level as well as financing and reimbursement issues, decisions, and concerns.
<input type="checkbox"/>	Support coordination of public messaging related to the regional incident (e.g., provide a message board).
<input type="checkbox"/>	Assess activation or deactivation of Officer positions monthly.
<input type="checkbox"/>	Assess activation or demobilization of RSFs.
✓ Demobilization	
<input type="checkbox"/>	Coordinate with RSF lead agencies to demobilize the RSF recovery structure as the community builds capacity to execute recovery.
<input type="checkbox"/>	Communicate timing with local governments and other activated RSFs.
<input type="checkbox"/>	Maintain partnerships and communication that were established during recovery.
<input type="checkbox"/>	Transition to preparedness and mitigation phase activities.
<input type="checkbox"/>	Help identify and develop new public/private partnerships tailored to disaster recovery needs.

<input type="checkbox"/>	Document lessons learned and best practices post-disaster and develop a system for record-keeping for future disasters.
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Table 40: Recovery Support Function Sample Coordination Checklist

✓ Activation	
<input type="checkbox"/>	Develop a disaster-specific inter-stakeholder action plan to support local governments through the coordinated action of all agencies, stakeholders, and supporting entities and to reduce duplicative or counterproductive objectives.
<input type="checkbox"/>	Coordinate with external partners (e.g., state and federal entities) to support initial impact and needs assessments.
<input type="checkbox"/>	Coordinate with other activated RSFs and ESFs to develop a transitional public information and communications plan.
<input type="checkbox"/>	Establish initial coordination meeting frequency, location, and structure. <ul style="list-style-type: none"> ▪ Determine frequency, length, and location according to disaster needs and conditions. ▪ Provide remote access for stakeholders not able to attend in person. ▪ Develop standardized meeting agendas to facilitate reporting by all active stakeholders on their current efforts or projects. ▪ Identify early RSF-specific recovery priorities.
<input type="checkbox"/>	Identify primary and secondary means of communications throughout recovery operations.
<input type="checkbox"/>	Review pre-established and disaster-specific reporting structures and processes.
<input type="checkbox"/>	Ensure all activated stakeholders understand reporting expectations and processes.
✓ Operations	
<input type="checkbox"/>	Coordinate with activated RSFs to align priorities, milestones, and activities and prevent duplication of efforts. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Coordinate with the Regional Recovery Manager to identify needs and priorities, determine funding sources, and track implementation. Coordination calls can be held to support these efforts using the Coordination Call Agenda.
<input type="checkbox"/>	Capture meeting action items and disseminate a meeting summary to the stakeholder group.
<input type="checkbox"/>	Ensure stakeholders provide updates on implementation of appropriate action items at the next meeting.
<input type="checkbox"/>	Change meeting frequency, length, location, and involved stakeholders as recovery conditions evolve over time.
<input type="checkbox"/>	Develop a planning approach and long-term vision for recovery.
<input type="checkbox"/>	Establish tracking mechanisms and success criteria to coordinate execution of projects.
<input type="checkbox"/>	Determine the success of projects in addressing identified needs and reassess unmet needs.
✓ Demobilization	
<input type="checkbox"/>	Gradually demobilize the RSF recovery structure as the community builds capacity to execute recovery.
<input type="checkbox"/>	Communicate timing with local governments and other activated RSFs.
<input type="checkbox"/>	Maintain partnerships and communication that were established during recovery.

<input type="checkbox"/>	Transition to preparedness and mitigation phase activities.
<input type="checkbox"/>	Launch new public/private partnerships tailored to disaster recovery needs.

Table 41: City/County Executives Sample Coordination Checklist

✓ Activation	
<input type="checkbox"/>	Establish and maintain communication with the Regional Recovery Manager regarding policy level issues, decisions, and concerns.
<input type="checkbox"/>	Review and activate existing plans, policies, and procedures that are likely to impact recovery.
<input type="checkbox"/>	Identify any emerging or prominent issues, unmet needs, or challenges that are impeding fair, equitable, and resilient recovery. Determine whether interim or permanent policy should be enacted to resolve or alleviate identified challenges.
✓ Operations	
<input type="checkbox"/>	Address key policy decisions across the region regarding recovery operations.
<input type="checkbox"/>	Monitor enacted laws or policies to assist with recovery do not contradict or counteract each other.
<input type="checkbox"/>	Convey a unified message and effective communications and public engagement of the whole community.
<input type="checkbox"/>	Provide updates to the Regional Recovery Manager regarding policy level issues, decisions, and concerns.
<input type="checkbox"/>	Assess the impact of new temporary or permanent policies and procedures on the whole community, and the larger region. Suggest or enact modifications to policy to support equity and social justice.
✓ Demobilization	
<input type="checkbox"/>	Convey a unified message as recovery operations begin to ramp down.
<input type="checkbox"/>	Coordinate communication of recovery successes and provide transparency of future regional redevelopment strategies and plans.
<input type="checkbox"/>	Remove or demobilize temporary legislation or policy. Determine whether interim policies should become permanent.